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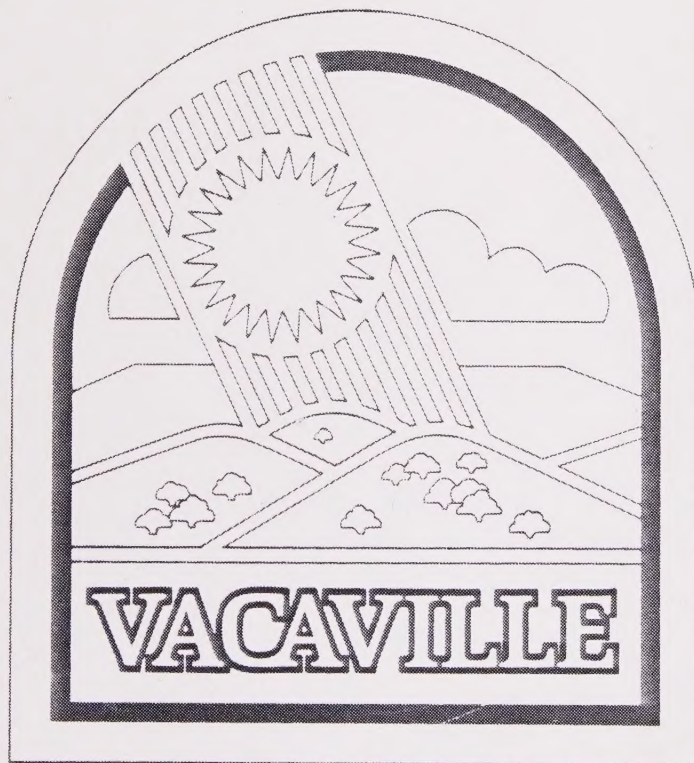
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# Vacaville General Plan

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## Volume Two: Housing Element



Adopted by the City Council  
August, 1990



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**CITY OF VACAVILLE  
GENERAL PLAN**

Volume Two: Housing Element

*Adopted on August 21, 1990; amended by  
Resolution 1990-G-8 on October 16, 1990*





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## **1 INTRODUCTION: HOUSING ELEMENT PREPARATION AND ORGANIZATION**

### **1.1 HOUSING AS PART OF THE GENERAL PLAN PROCESS**

This Housing Element has been prepared as part of a comprehensive revision of the Vacaville General Plan which began in the fall of 1988. Plan and Housing Element are consistent, and the element's policies and quantified objectives relate to development envisioned by the Land Use Diagram.

The planning process started with an assessment of existing conditions and future prospects. Then, following community meetings, issues and planning options were identified and analyzed. Sketch plans showing different development patterns also were prepared and compared in terms of traffic generation, utilities requirements, economic and fiscal effects and environmental consequences. Two working papers, *Existing Conditions and Future Prospects: Planning Issues and Options*, and *Alternative Sketch Plans*, were prepared to guide discussion with the General Plan Committee, comprising members of the City Council, the Planning Commission, and the Community Services Commission. Both papers addressed housing issues, policy choices, and residential development patterns.

The Proposed Vacaville General Plan includes a Housing Element summary; both the summary and the full element contain cross-references to relevant policies in other plan sections to ensure consistency.

This draft is submitted in compliance with Government Code Section 65588(b)(2), which requires all governments within the jurisdiction of the Association of Bay Area Governments (ABAG) to submit a revised Housing Element by July 1990.

### **1.2 1983 HOUSING ELEMENT**

This Housing Element updates the 1983 Vacaville Housing Element. Policies of the 1983 Housing Element were reviewed and evaluated in preparing the new housing program. The City's success in implementing the goals of the 1983 element is evaluated in Section 6.

### 1.3 HOUSING ELEMENT REQUIREMENTS

To a greater extent than any other part of the general plan, the contents of the housing element are mandated by state law. Government Code Sections 65580 through 65589 set forth requirements relating to the preparation and content of housing elements. By law, a housing element must contain:

1. An assessment of housing needs and an inventory of resources and constraints relevant to meeting those needs;
2. A statement of the community's goals, quantified objectives, and policies relative to the maintenance, improvement and development of housing; and
3. A program that sets forth a five-year schedule of actions that local government is undertaking or intends to undertake to implement the policies and achieve the goals and objectives of the Housing Element.

The housing program must identify adequate residential sites available for a variety of housing types for all income levels, assist in developing adequate housing to meet the needs of low- and moderate-income households, address governmental constraints to housing maintenance, improvement and development, conserve and improve the condition of the existing affordable housing stock, and promote housing opportunities for all persons.

Table 1 provides an index to state-required housing element components.

Seven sections make up this housing element: this introduction, then sections covering regional context, existing housing, housing need, ability to meet housing need, an evaluation of the 1983 Vacaville Housing Element, and housing programs.



**TABLE 1**  
**INDEX TO REQUIRED HOUSING ELEMENT COMPONENTS**

<b>Statutory Requirement</b>	<b>Section(s)</b>
Analysis of employment trends	2.2, 2.4
Analysis of population trends	2.1, 2.2, 2.3
Analysis of household characteristics	
Analysis of housing stock characteristics	2.3
Quantification of existing and projected housing needs for all income levels, and share of the regional housing need	4
Analysis of special housing needs	4.3
Analysis of energy-conservation opportunities	5.4
Inventory of land suitable for residential development	5.3
Analysis of governmental constraints	5.1
Analysis of nongovernmental constraints	5.2
Five-year housing program to achieve community housing goals and objectives	7

## **1.4 PUBLIC PARTICIPATION**

The public has participated in the preparation of the Draft Vacaville Housing Element through meetings and workshops that related to the plan revision as a whole. This process has facilitated consideration of housing issues in the context of the entire plan, and has fostered the development of a plan that is both internally logical and consistent.

The process has included:

1. Two open community meetings to introduce the planning program and solicit comments on the existing general plan and issues that needed to be addressed.
2. Five cable television shows during plan preparation. (A final show is scheduled to present highlights of the Proposed plan and solicit comment.)
3. Thirty-three public meetings of the General Plan Committee which provided a forum for community comment on planning issues and choices for the future. Residential development options and specific sites proposed for housing were extensively discussed.

Also, the City prepared three newsletters on the General Plan Update for public distribution, and City staff made many presentations to local civic groups.

In addition to the open meetings, participation by individuals and organizations involved in housing issues has been sought and offered. These include staff of the Housing and Community Programs Division, nonprofit housing providers and advocacy groups, homeowners' organizations, and residential developers.

## **1.5 INFORMATION SOURCES**

The most comprehensive and authoritative source of information on population and housing is the United States census. Unfortunately for this effort, the last census was conducted in 1980; while still valid for trend analysis, this 1980 information is outdated. Straight-line projections based upon it are of uncertain value for describing current conditions. Information from the upcoming 1990 census will not be available for months, if not years, even with improved census-taking techniques. The need for new data is felt especially when discussing special needs groups such as single-parents and the

poor, as there are few if any alternative sources. Information on the homeless, being gathered as part of the census for the first time, would have been particularly helpful.

Where possible and appropriate, we have used information from other sources to update and fill out the 1980 census data. Chief among these other sources are the California Department of Finance (DOF) for yearly estimates of housing units, households, and population, the Association of Bay Area Governments (ABAG) for regional estimates and projections, and Urban Decision Systems (UDS), a private firm that uses government data, for detailed local estimates and projections of demographic and economic trends. In addition, many people were interviewed ranging from representatives of the Federal Housing Administration (FHA), and of the California Department of Housing and Community Development (HCD), to officials and private citizens in Solano County and Vacaville itself.

## 1.6 HOUSING ISSUES

Major issues during the plan update have been: rate and direction of growth; subdivision design and the need to improve and conserve housing in older neighborhoods; and the need to provide housing opportunities for all income groups.

The issues of rate and direction of growth are addressed in large part in the land use element and diagram. This Housing Element concentrates on the housing needs of the different economic and demographic sectors of the population. The Housing Needs related to economics and demographics are described in detail within the body of the Housing Element. In summary, they are:

- o There is a need to establish an appropriate ratio of jobs to housing and wages to housing costs.
- o Eleven percent of the housing stock in the lowest income areas of the City is in need of structural repair or maintenance.
- o The 1989 median home price of \$122,000 is affordable to slightly less than half of Vacaville's households.

- o Substantial down payments (of up to 30 percent of the purchase price) are required for a first-time home buyer to purchase a home due to rising housing costs.
- o The existing apartment vacancy rate is 2.3 percent, which is substantially lower than the generally recognized desirable rate of 5 percent.
- o There are over 1,700 very-low income households requesting assisted housing services through the Section 8 Certificate and Voucher Programs, and funding has been available for approximately 25 new families each year.
- o Vacaville's emergency shelter programs need to be coordinated and evaluated.
- o The Association of Bay Area Governments (ABAG) has determined that there will be a need for 1,057 very-low and 699 low-income housing units to be added to the housing supply between 1990-95.
- o Special needs households such as seniors, disabled persons, female headed households, large families, and families of individuals incarcerated in the California Medical Facility face numerous obstacles in finding adequate housing. These include affordability, location near transportation, shopping, health services, child care, and recreation centers, and accessibility for the physically impaired.
- o Governmental and non-governmental factors such as growth and land use policies, availability of urban services, land and construction costs, cost of financing, and community concerns regarding the appearance and image of the City constrain the production of the full range of housing types for the full range of income levels.

The General Plan Committee established several housing- related goals for the new plan. These are:

- o Achieve a better balance between the creation of jobs and housing.
- o Ensure that new development pays its own way.
- o Ensure that the rate of residential development is consistent with the availability of facilities and services.



- o Provide a full range of housing and recreation opportunities.

While preparing the plan, the committee considered several specific questions related to housing:

- o What types of affordable housing should be built?
- o Should the City establish programs where private residential developers are required to include units affordable to low- and moderate-income households in their projects?
- o Should the City encourage the inclusion of multifamily units within single-family subdivision tracts?
- o Where and how should the City provide shelter for the homeless?

Discussions of these issues helped shape Housing Element policies and programs.



## **2 REGIONAL CONTEXT: POPULATION AND EMPLOYMENT TRENDS**

### **2.1 VACAVILLE'S ROLE AS HOUSING PROVIDER**

Vacaville is located in the Sacramento Valley, straddling I-80, southwest of Sacramento and northeast of Fairfield. Subject of a Mexican land grant in 1841 and incorporated in 1892, Vacaville is one of the oldest cities in the I-80 corridor.

Like most Solano County cities, Vacaville grew rapidly in the last three decades. Past growth was concentrated in the residential sector, with many residents commuting outside the City to work. This residential growth was accommodated by the building of numerous subdivisions and multifamily projects in the 1960s through 1980s. Policies in the 1983 Housing Element emphasizing quality planned-unit development, and later actions such as the passing of a Housing Mix Ordinance in January 1988, have sought to assure a housing mix whereby neighborhood identity is maintained. Policies in this element are intended to preserve and enhance the City's reputation as a provider of affordable housing, while ensuring a mix of well-designed and planned development.

### **2.2 JOBS/HOUSING BALANCE**

In 1980, most Vacaville residents did not work in the City. Many did not commute far, however, as the 1980 census shows 69 percent of all employed Vacaville residents worked within the Vallejo-Fairfield-Napa Standard Metropolitan Statistical Area (SMSA). Table 2, listing jobs-to-employed residents ratios for the Planning Area, the county, and other communities, indicates most communities in Solano County have a high percentage of residents who commute to work in other parts of the county, as they do in Vacaville.

Recent studies have shown that housing costs, commute distances, and labor costs are among the top five factors which influence corporate decisions on where to locate. These are among the reasons why corporations have begun to locate at least their back-office operations in the North Bay area, away from the major cities, where the already high costs of housing and the time and expense of commuting are increasing. Much of this movement has been toward central Contra Costa County, especially to Concord and Walnut Creek. These areas are becoming crowded as well, as evidenced by recent moves toward no-growth or slow-growth in these cities.

The Association of Bay Area Governments (ABAG) in its *Projections '90* anticipates Solano County will have the highest job-growth rate in the region between 1990 and 2005, and growth in the Vacaville area will be even higher. Even so, as shown in Table 2, jobs relative to population will decline slightly in the County even as they increase in Contra Costa and Vacaville. This may be attributable to workers in the North Bay being attracted by Solano County's more affordable housing. ABAG believes this excess of labor may well attract even more job growth to the county than projected.

Table 3 shows jobs-to-employed residents in Vacaville for 1985, 1990, and 2010, based on ABAG projections as modified by the General Plan. A ratio closer to 1.2 to 1 or less for 2010 is more probable than the stated ratio of 1.29 to 1, because the industrial and business parks allowed by the Plan are not expected to be completely developed within the twenty-year planning period. On the other hand, ABAG's projections understate employment potential in that they do not reflect the Bank of America's plans to move 5,000 jobs to Vacaville.

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**TABLE 2**  
**RATIO OF JOBS-TO-EMPLOYED-RESIDENTS**

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	1980	1985	2005
Vacaville Planning Area	.62	.63	.70
Solano County	.88	.83	.79
Contra Costa County	.52	.68	.76
Fairfield	1.16	1.10	.98
Concord	.62	.76	1.02

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Source: ABAG *Projections '90*.

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**TABLE 3**  
**GENERAL PLAN JOBS-TO-EMPLOYED-RESIDENTS RATIOS**  
**1985, 1990, and 2010**

	1985 <sup>a</sup>	1990 <sup>a</sup>	2010 <sup>b</sup>
Jobs	13,110	17,390	66,496
Employed Residents	20,900	27,600	51,572
Jobs-to-Employed Residents	0.63	0.63	1.29

Notes:      <sup>a</sup>ABAG *Projections '90*.

<sup>b</sup>Blayney-Dyett, Urban and Regional Planners, based on General Plan Committee Land Use decisions.

Sources:      Association of Bay Area Governments, *Projections '90*; and Blayney Dyett Greenberg.

## 2.3 POPULATION AND HOUSEHOLD CHARACTERISTICS

With a January 1, 1989 population of 64,498, Vacaville is the third largest city in Solano County after Vallejo, with 103,282, and Fairfield, with 76,057. Total population for the county was 301,779. Table 4 shows total population nearly doubling in Vacaville's sphere of influence as it grows from an estimated 66,100 in 1990 to a projected 104,470 in 2010. The projected household population of 104,470 is based on the Association of Bay Area Governments' *Projections '90*.

Tables 5 and 6 present a summary of population characteristics for Vacaville and Solano County. Average household size for Vacaville was 2.84 in 1980, similar to the County average, and has declined only slightly in 1988. Median household income was slightly lower in Vacaville compared to the county as a whole in 1980. Vacaville's group quarters population has increased from 2,033 in 1980 to over 8,000 in 1989 as a result of inmate and staff increases at the California Medical Facility.

In 1980 Vacaville had slightly fewer residents over age 65, but otherwise the City's age profile was very similar to the County's. The City had fewer ethnic minorities than the County.

Tables 7 and 8 show age and racial characteristics by Housing Analysis Area. Table 7 indicates that North and South and East Vacaville are not significantly different in terms of age, although over 50 percent of the population of the Leisure Town area is over 65 compared to the city total of 6.4 percent.

Table 9 projects demographic trends to 1993 and shows a steady increase in the proportion of the population aged 65 and over from 6.4 percent in 1980 to 7.2 percent in 1993.

Table 8's display of racial distribution by Housing Analysis Area for 1980 shows fewer minorities in North Vacaville than in South and East Vacaville. Table 10 shows Hispanics make up a slightly larger proportion of the population of North Vacaville (13.4 percent) than South and East Vacaville (10.9 percent).

Table 11's household composition figures show that Vacaville has proportionately more married couple households than Solano County or the Bay Region as a whole.

Table 12 shows that as of 1980, household income distribution was fairly even, but peaked at the top and bottom of the range, with 37.9 percent of the households having an above-moderate income and 20.8 percent having a very-low-income. The number of above-moderate income households is high, implying that Vacaville incomes were higher than the County's. Also, lower-income households are concentrated in the Leisure Town area, where many older retirees live.

**TABLE 4**  
**POPULATION AND EMPLOYMENT PROJECTIONS, VACAVILLE SPHERE OF INFLUENCE**  
**1985 to 2010**

	1985	1990	1995	2010 <sup>a</sup>	<u>1990-1995 Change</u>		<u>1990-2010 Change</u>	
					Increase	Percent	Increase	Percent
<b>Population</b>								
Total Population	51,100	66,100	77,500	113,000	11,400	17.2	46,900	71.0
Household Population	46,800	58,400	69,500	104,470	11,100	19.0	46,070	78.8
Households	16,360	21,400	25,850	39,800	4,450	20.8	18,400	86.0
Employed Residents	20,900	27,600	33,900	53,780	6,300	22.8	26,180	94.9
<b>Employment</b>								
Total Jobs	13,110	17,390	23,840	40,080	6,450	37.1	22,690	130.5
Manufacturing/								
Wholesale	2,390	3,120	4,510	8,430	1,390	44.6	5,310	170.2
Retail/Service	5,980	7,830	9,780	19,600	1,950	24.9	12,220	156.7
Other	4,740	6,440	9,550	12,050	3,110	48.3	5,610	87.1

Note: <sup>a</sup>Projection from ABAG 2005 estimates, assuming same growth rate as for 2000-2005.

Sources: Association of Bay Area Governments, *Projections '90*; and Blayney Dyett Greenberg.

**TABLE 5**  
**VACAVILLE POPULATION AND HOUSEHOLD CHARACTERISTICS**

	<u>1980<sup>1</sup></u>	<u>1988<sup>1</sup></u>
	<b>Solano County</b>	<b>Vacaville</b>
		<b>Vacaville</b>
Population	235,203	43,367
Households	80,426	14,530
Average Household Size	2.82	2.84
Female-Headed Households	17,285	2,718
Percent Households Headed by Females	21.49%	18.7%
Median Household Income	\$21,847	\$20,911
Percent Very-Low-Income <sup>a</sup> and Low-Income Households	u/a	40.0%
Population in Group Quarters	u/a	2,033 <sup>b</sup>

Notes:

<sup>1</sup>Except where noted, figures for 1980 are from the census; those for 1988 are UDS estimates.

<sup>a</sup>Very-low-income households are those earning 50 percent or less of the PMSA (Primary Metropolitan Statistical Area) median; low-income households earn 50 to 80 percent; moderate-income households earn between 80 and 120 percent; above-moderate-income households earn above 120 percent of county median income.

<sup>b</sup>This figure is from the UDS data; the 1988 figure is an estimate based on Department of Finance estimates and interviews with CMF staff.

u/a = unavailable data.

Sources: U.S. Census, 1980; Urban Decision Systems, 1988; and Vacaville Housing Element, February 1983.



**TABLE 6**  
**POPULATION CHARACTERISTICS**

	1980 Census				Estimated 1988	
	Vacaville		Solano County		Vacaville	
	Number	Percent	Number	Percent	Number	Percent
<b>Age</b>						
Under 5 <sup>1</sup>	3,708	8.6	20,271	8.6	6,455	11.0
5-17 <sup>1</sup>	9,495	21.9	51,336	21.8	10,812	18.5
18-64	27,390	63.2	145,644	61.9	37,344	63.8
65+	2,774	6.4	17,932	7.6	3,963	6.8
<b>Total Persons</b>	<b>43,367</b>	<b>100.0</b>	<b>235,183</b>	<b>100.0</b>	<b>58,574</b>	<b>100.0</b>
<b>Race<sup>2</sup></b>						
White	36,613	84.4	174,181	74.1	51,587	88.1
Black	2,383	5.5	27,785	11.8	4,099	7.0
American Indian <sup>3</sup>	443	1.0	1,981	0.8	644	1.1
Asian/Pacific Islander <sup>4</sup>	914	2.1	15,371	6.5	1,618	2.8
Other <sup>5</sup>	3,014	6.9	15,885	6.8	605	1.0
<b>Total Persons</b>	<b>43,367</b>	<b>100.0</b>	<b>235,203</b>	<b>100.0</b>	<b>58,573</b>	<b>100.0</b>
Spanish Origin	5,182	11.9	24,773	10.5	6,934	11.8

**Notes:**

<sup>1</sup>For the 1988 figures, these categories are "0-5" and "6-17."

<sup>2</sup>The five U.S. Census race categories include persons of Spanish Origin in each.

<sup>3</sup>Includes Eskimo and Aleut.

<sup>4</sup>Includes Japanese, Chinese, Filipino, Korean, Asian-Indian, and Vietnamese.

<sup>5</sup>Includes Hawaiian, Guamanian, and Samoan.

**Sources:** U.S. Census, 1980; Urban Decision Systems, 1988; and Vacaville Housing Element, February 1983.

**TABLE 7**  
**AGE OF THE POPULATION IN 1980 BY HOUSING ANALYSIS AREA<sup>1</sup>**

Housing Analysis Area	Under 5		5-17		18-64		65+		Total	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
North Vacaville	1,516	8.0	4,128	21.8	12,053	63.6	1,253	6.6	18,950	43.7
South and East Vacaville	2,192	9.0	5,367	22.0	15,337	62.8	1,521	6.2	24,417	56.3
- Leisure Town	48	2.2	80	3.7	932	42.7	1,125	51.5	2,185	5.0
- CMF Area	1	0.1	4	0.2	1,945	99.4	6	0.3	1,956	4.5
<b>Total</b>	<b>3,708</b>	<b>8.6</b>	<b>9,495</b>	<b>21.9</b>	<b>27,390</b>	<b>63.2</b>	<b>2,774</b>	<b>6.4</b>	<b>43,367</b>	<b>100.0</b>

Note: <sup>1</sup>Percentages may not add to exactly 100 percent due to rounding.  
 CMF = California Medical Facility

Source: U.S. Census, 1980.

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**TABLE 8**  
**RACIAL DISTRIBUTION BY HOUSING ANALYSIS AREA,**  
**1980**

Area	White		Black		American Indian <sup>1</sup>		Asian <sup>2</sup>		Other <sup>3</sup>		Total	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
North Vacaville	16,683	88.0	505	2.7	169	0.9	328	1.7	1,265	6.7	18,950	100.0
South & East Vacaville	19,930	81.6	1,878	7.7	274	1.1	586	2.4	1,749	7.2	24,417	100.0
- Leisure Town	2,096	95.9	21	1.0	10	0.5	8	0.4	50	2.3	2,185	100.0
- CMF Area	918	46.9	666	34.0	36	1.8	23	1.2	313	16.0	1,956	100.0
<b>Total</b>	<b>36,613</b>	<b>84.4</b>	<b>2,383</b>	<b>5.0</b>	<b>443</b>	<b>1.0</b>	<b>914</b>	<b>2.1</b>	<b>3,014</b>	<b>6.9</b>	<b>43,367</b>	<b>100.0</b>

Notes: <sup>1</sup>Includes Eskimo and Aleut.

<sup>2</sup>Includes Japanese, Chinese, Filipino, Korean, Asian-Indian, and Vietnamese.

<sup>3</sup>Includes Hawaiian, Guamanian, and Samoan.

CMF = California Medical Facility

Source: U.S. Census, 1980.

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**TABLE 9**  
**VACAVILLE DEMOGRAPHIC TRENDS**  
**1980, 1988, and 1993**

	<u>1980 Census</u>		<u>1988 Estimates</u>		<u>1993 Projections</u>	
	Number	Percent	Number	Percent	Number	Percent
Average Household Size	2.81		2.82		2.78	
Families	11,315 <sup>a</sup>		15,189		17,349	
Age: 0-5	4,344	10.0	6,455	11.0	7,304	10.9
6-13	5,858	13.5	7,912	13.5	9,895	14.8
14-17	2,677	6.9	2,900	5.0	3,054	4.6
18-20	2,240	5.2	2,212	3.8	2,196	3.3
21-24	3,549	8.2	3,563	6.1	3,519	5.2
25-34	9,369	21.6	13,436	22.9	13,961	20.8
35-44	5,601	12.9	9,579	16.4	11,695	17.4
45-54	3,794	8.7	5,187	8.9	7,023	10.5
55-64	2,861	6.6	3,378	5.7	3,626	5.4
65+	2,762	6.4	3,963	6.8	4,804	7.2
Median Age	27.9		29.6		30.4	

Note: <sup>a</sup>The total number of households in 1980 was 14,530.

Sources: U.S. Census, 1980; Urban Decision Systems estimates for 1988 and 1993.



**TABLE 10**  
**PERSONS OF SPANISH ORIGIN IN 1980**  
**BY HOUSING ANALYSIS AREA**

Housing Analysis Area	<u>Hispanic Persons</u>	
	Number	Percent
North Vacaville	2,532	13.4
South and East Vacaville	2,650	10.9
- Leisure Town	102	2.0
- CMF Area	318	6.1
<b>Total</b>	<b>5,182</b>	<b>11.9</b>

Note: CMF = California Medical Facility  
Source: Vacaville Housing Element, 1983.

**TABLE 11**  
**HOUSEHOLD COMPOSITION IN 1980**

	<u>Vacaville</u>		<u>Solano County</u>		<u>Bay Region</u>	
	Number	Percent	Number	Percent	Number	Percent
One Person						
Male	1,129	7.8	7,352	9.1	235,767	12.0
Female	1,306	9.0	8,221	10.2	292,288	14.8
Two-Plus-Person Family						
Married Couple	9,720	66.9	50,941	63.3	1,032,640	52.4
Male Householder						
no wife	390	2.7	2,271	2.8	59,144	3.0
Female Householder	1,226	8.4	8,032	10.0	200,635	10.2
Non-Family						
Male Householder	573	3.9	2,577	3.2	94,445	4.8
Female Householder	186	1.3	1,032	1.3	55,630	2.8
<b>Total Number of Households</b>	<b>14,530</b>	<b>100.0</b>	<b>80,426</b>	<b>100.0</b>	<b>1,970,549</b>	<b>100.0</b>

Source: U.S. Census, 1980.

(182-TA11.11)

**TABLE 12**  
**HOUSEHOLD INCOME BY HOUSING ANALYSIS AREA**  
**1980**

Housing Analysis Area	<u>Above Moderate</u>		<u>Moderate</u>		<u>Low</u>		<u>Very Low</u>		Total <sup>1</sup>
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	
North Vacaville	2,608	38.1	1,394	20.3	1,142	16.7	1,710	25.0	6,854
South and East Vacaville	2,903	37.7	2,260	29.4	1,257	16.3	1,315	17.1	7,695
- Leisure Town	242	19.5	272	22.0	280	22.6	445	35.9	1,239
- CMF Area	0	0	0	0	0	0	0	0	0
<b>Total</b>	<b>5,512</b>	<b>37.9</b>	<b>3,654</b>	<b>25.1</b>	<b>2,359</b>	<b>16.2</b>	<b>3,024</b>	<b>20.8</b>	<b>14,530</b>

Notes: <sup>1</sup>Numbers in each of the income categories may differ slightly from the total because of sampling and allocation techniques used by the Census Bureau.

Source: U.S. Census, 1980.

182-TA12.11

## 2.4 EMPLOYMENT TRENDS

The 1980 census figures for employed residents by occupation and selected industries for Vacaville, Fairfield and Solano County are shown in Table 13. Vacaville has a slightly higher proportion of workers in professional and managerial positions, and precision production and crafts, and a lower proportion working in service occupations, than Fairfield.

Under the General Plan, employed residents are expected to increase to 51,570 and jobs to 66,500 by 2010. According to ABAG's *Projections '90*, Fairfield and Vacaville will experience the most job demand growth in Solano County between 1990 and 2005. In Vacaville, the manufacturing and wholesale sector will increase the most, 111 percent, followed by retail with 102, services with 93, and "other" with 78 percent growth. Of course, Bank of America's additional approximate 5,000 workers would change these percentages by increasing the share of service and "other" jobs.

As Table 14 shows, in 1980, almost 60 percent of Vacaville's workers worked in Vacaville or Fairfield. Over 70 percent worked somewhere in Solano County. Less than 10 percent commuted to San Francisco, Contra Costa County or Alameda County.

With the expansion of jobs in Contra Costa and Alameda and affordable housing in Solano in the 1980s, these commute patterns have changed. The Metropolitan Transportation Commission estimates that as of 1990, 12.9 percent of Solano County commuters work in Contra Costa, and a further 3.9 percent in San Francisco and 4.9 in Alameda.



**TABLE 13**  
**OCCUPATION OF EMPLOYED PERSONS:**  
**VACAVILLE, FAIRFIELD AND SOLANO COUNTY**  
**1980**

Occupation/Selected Industries	Vacaville		Fairfield		Solano County	
Managerial and Professional	3,236	19.9	3,532	18.0	1,7390	19.3
Technical, Sales, Admin. Support	4,744	29.13	6,018	30.7	28,502	31.6
Service Occupations	2,452	15.1	3,715	18.9	14,113	15.6
Farming, Forestry, Fishing	218	1.3	206	1.1	2,111	2.3
Precision Production, Crafts	3,240	19.9	3,268	16.7	15,349	17.0
Operators, Fabricators, Laborers	2,395	14.7	2,867	14.6	12,814	14.2
Manufacturing	2,694	16.5	3,022	15.4	15,831	17.5
Wholesale and Retail Trade	3,830	23.5	4,978	25.4	19,716	21.8
Professional and Related Services	2,890	17.7	3,556	18.1	17,050	18.9
Employed Persons 16 and Over	16,285	100.0	19,606	100.0	90,279	100.0

Source: U.S. Census, 1980.

**TABLE 14**  
**VACAVILLE EMPLOYED RESIDENTS' JOURNEY TO WORK**  
**1980**

Place of Work	Percent of Total
Vacaville	33.1
Fairfield	26.1
Vallejo	6.4
Rest of Solano County	6.7
Napa County	1.6
Sacramento/Yolo County	3.4
San Francisco	1.6
Alameda County	2.5
Contra Costa County	5.2
Marin County	0.3
Sonoma County	0.2
Worked Elsewhere	2.4
Not Reported	10.2
<b>Total</b>	<b>100.0</b>

Source: Association of Bay Area Governments, from U.S. Census, 1980.

### 3 EXISTING HOUSING

For the purposes of analyzing the existing housing stock and housing needs, Vacaville has been divided into two housing analysis areas: North Vacaville and South/East Vacaville. The Leisure Town area and the California Medical Facility are analyzed as sub-areas of the South/East Area.

#### 3.1 HOUSING AGE AND CONDITION

Table 15 shows that about 40 percent of the homes in Vacaville were built during the 1970s. With such a large proportion of homes built in one decade, neighborhood identity is minimal. According to Table 15, over 880 units were added per year during that decade, compared with 350 in the 1960s, and about 755 during the 1980s.

The 1983 Housing Element reported on a 1974 survey prepared by the Vacaville Housing Department that showed a total of 363 units were substandard. Substandard was defined as units with incomplete plumbing or units which were dilapidated with complete plumbing.

In October 1988, the City surveyed four target areas that were selected on the basis of having a high proportion of low income households (incomes 80 percent and below of median) or incomes below the median. The target areas include West Monte Vista, Brown/Markham, Central Core, and Anapola/Coronado. Table 17 reports that 53 structures or 2.3 percent of all structures surveyed appeared to have major structural deficiencies or required abatement. The Central Core area had the highest proportion of dilapidated structures.

#### 3.2 HOUSING TYPE

Table 18 demonstrates that 74 percent of all units were single-family, with a slightly higher proportion of single-family units south of I-80 according to the 1980 census. Table 16 shows that since that time, the proportion of single-family homes has dropped to 71 percent of all units. In 1986, 1,400 multifamily units were completed, most of which were apartment buildings located in South Vacaville. According to City staff, this was a result of an apartment vacancy rate of less than one percent, and favorable multifamily construction financing. The increased demand for multifamily units was also partly a function of the increasing number of one- and two-person households, and the inability of a larger share of households to afford

**TABLE 15**  
**YEAR STRUCTURE BUILT**

Year Built	Units	Average Annual Additions	Percent of Stock
Before 1939	350		1.5
1940-49	468	47	2.1
1950-59	1,948	195	8.6
1960-69	3,518	352	15.5
1970 - March 1980	9,066	884	39.9
April 1980 - December 1989	7,360	755	32.4
<b>Total</b>	<b>22,710</b>		

Source: U.S. Census, 1980; and Vacaville Building Division Monthly Report, Final Inspections.

**TABLE 16**  
**VACAVILLE HOUSING UNITS BY TYPE: TOTAL IN 1980**  
**AND CONSTRUCTION BETWEEN 1980 and 1989**

	Single-Family	Multi-family	Mobile Homes	Total
1980 Census	11,374	3,098	878	15,350
1980/1981	171	20	-	191
1982	61	21	-	82
1983	371	445	-	816
1984	167	42	-	209
1985	271	126	-	397
1986	364	1,437	-	1,801
1987	649	231	-	880
1988	1,088	67	-	1,155
1989	1,753	63	-	1,829
<b>Total</b>	<b>16,269</b>	<b>5,550</b>	<b>878</b>	<b>22,710</b>

Sources: U.S. Census, 1980; and Vacaville Building Division Monthly Report, Final Inspections.



**TABLE 17**  
**CONDITION OF HOUSING IN LOWER INCOME NEIGHBORHOODS**  
**1988**

Target Area	Condition					Total
	1	2	3	4	5	
Central Core	494	240	138	37	3	912
West Monte Vista	403	292	29	1	0	725
Brown/Markham	298	245	47	11	1	602
Amapola/Coronado	60	60	7	0	0	127
<b>Total</b>	<b>1,255</b>	<b>837</b>	<b>221</b>	<b>49</b>	<b>4</b>	<b>2,366</b>
Percent of Total	53.0	35.0	9.0	2.0	0.0	100.0

Key:

- 1 - Good Maintenance
- 2 - Deferred Maintenance (structural repairs required within 3 years)
- 3 - Structural Deficiencies
- 4 - Major Structural Deficiencies
- 5 - Uninhabitable Until Repaired

Source: Vacaville Community Services Department Survey, 1988.

**TABLE 18**  
**HOUSING UNITS BY TYPE BY HOUSING ANALYSIS AREA**  
**1980 (Includes Occupied And Vacant Units)**

Housing Analysis Area	<u>Single-Family</u>		<u>Multifamily</u>		<u>Mobile Homes</u>		Total <sup>1</sup>
	Number	Percent	Number	Percent	Number	Percent	
North Vacaville	4,875	68.9	1,744	24.6	459	6.5	7,078
South & East Vacaville	6,499	78.6	1,354	16.4	419	5.1	8,272
- Leisure Town	1,060	84.3	28	2.2	170	13.5	1,258
- CMF Area	0	0	0	0	0	0	1
<b>Total</b>	<b>11,374</b>	<b>74.0</b>	<b>3,098</b>	<b>20.1</b>	<b>1,048</b>	<b>6.8</b>	<b>15,350</b>

Note: <sup>1</sup>In order to maintain the confidentiality promised respondents and required by law, the Census Bureau withholds or "suppresses" tabulations of characteristics of very small groups of people (less than 15) or housing units (less than five). For this reason, the totals from each census tract, when summed, may not add exactly to the City total.

Source: U.S. Census, 1980.

single-family homes. The housing mix as of January 1990 was 19.9 percent apartments; 67.2 percent single-family; and 12.8 percent moderate density.

The 1980 Land Use Element specifies a housing mix as "a planning guideline": 60 percent single-family; 20 percent single-family with zero lot lines, duplexes, triplexes or townhouses; and 20 percent garden apartments. The City enacted a Housing Mix Ordinance on January 26, 1988, to implement the housing mix policies of the General Plan. The Residential Housing Mix Ordinance requires the City to conduct an annual review of the percentage of apartment-type units within the city. The review shall include apartment-type units located northwest of I-80 and southeast of I-80. If an area has over 20 percent apartment units, no further apartments may be built until this percentage is lowered. Apartment units for low- and moderate-income families, disabled persons, and seniors are exempt from the allocation and may be built regardless of the percentage of apartments in the area.

As of January 1990, the count was 20 percent apartments citywide, 17 percent north of I-80, and 22 percent south of I-80. Because of these findings, no apartment units were authorized for construction south of the freeway.

Table 19 shows the proportion of owner-occupied and renter-occupied housing units, 1960 through 1980. The proportion of owner-occupied units dipped in 1970, but was back to 68 percent in 1980. Given the apartment boom of the mid '80s, it seems likely that this proportion will have shifted again towards renters.

### 3.3 HOUSING COST AND AFFORDABILITY

The Northern Solano County Board of Realtors reports that the median home price for single-family homes, condominiums, and townhouses in Vacaville in 1989 was \$122,000, based on 804 sales. During the last three months of 1988, sales prices for houses in Vacaville ranged from \$70,000 to more than \$300,000. Generally, lower resale prices were recorded for smaller homes in the Leisure Town area and south of I-80, with more expensive homes to the northwest.

Several developers are currently offering new homes for sale in Vacaville. Examples of five new subdivisions are summarized in Table 20. At least some of these new units are affordable to moderate-income families who can afford up to \$116,000 or \$130,000.

**TABLE 19**  
**HOUSING UNIT TENURE**  
**1960 to 1980**

	<u>Owner-Occupied</u>		<u>Renter-Occupied</u>		<u>Total</u>	
	Number	Percent	Number	Percent	Number	Percent
1960	2,003	65.7	1,046	34.3	3,049	100.0
1970	3,816	61.4	2,404	38.6	6,220	100.0
1980	9,852	67.8	4,678	32.2	14,530	100.0

Note: Excludes vacant lots.

Source: U.S. Census, 1960, 1970, and 1980.



**TABLE 20**  
**REPRESENTATIVE SINGLE-FAMILY HOME DEVELOPMENTS**  
**1989**

Project Name/ Location/ Developer	Unit Size (sq.ft.)	Lot Size (sq.ft.)	Number of Units	Price	
Meadowhawk Peabody @Alamo Winncrest Homes	1,049-1,690 2-3 bedrooms 2-2.5 baths	4,500	298	\$99,900 \$124,900	-
Deerfield Peabody @Alamo Winncrest Homes	1,198-2,195 3-4 bedrooms 2-3 baths	6,300	209	\$115,900 \$152,900	-
Wildflower Peabody @Alamo McBail Homes	1,570-2,776 3-4 bedrooms 2-3.5 baths	6,000	110	\$135,950 \$191,500	-
Olde Towne Leisure Town @Alamo Bear Forest Properties	1,200-1,650 3-4 bedrooms 2-2.5 baths	5,500	209	\$111,990 \$132,990	-
Sunrise Woodcrest Browns Valley @Markham Dunmore Development	1,360-2,055 3-4 bedrooms 2-3 baths	7,000 (avg.)	81	\$126,500 \$160,500	-

Source: Vacaville Community Development Department.

In October 1989, staff of the Housing and Community Development Programs Division conducted a semiannual vacancy and annual rent survey. The results of this survey and earlier ones are described in Tables 21 through 24.

Table 21, summarizing vacancy survey results from 1987, 1988, and 1989, demonstrates that most of the units built in the mid-1980s have been absorbed, as rates have fallen from 6.2 percent to 2.3. Table 22 shows the same information broken out by number of bedrooms, and indicates the market is tightest for two- and three-bedroom units, vacancy rates of which are 2.0 percent and 0.0 percent as of October 1989, as 50 and zero units were vacant.

Table 23 chronicles historical vacancy rates and shows that rates are approaching the same low levels which existed before 1986. Although these low rents would suggest a shortage of units, the slight increase in median rents from 1987 to 1988 and then to 1989, listed in Table 24, seems to indicate otherwise. Increases were, however, much higher for two- and three-bedroom units than for one-bedroom units, 5.8 percent and 4.4 versus 1.8 from 1988 to 1989.

As of 1989, the median rent for a one-bedroom apartment was \$490, and \$562 and \$568 for two- and three-bedroom units. Although these rents exceed the affordable range for very-low-income household, they are well within that for low-income households, as a comparison of rents in Table 24 with income and housing budget limits in Table 25 shows.

### **3.4 BELOW-MARKET-RATE HOUSING**

"Below-market-rate housing" is used to describe units offered at rents or sale prices below that which they would command on the open market. In the past, below-market-rate units were produced almost exclusively as a result of direct federal subsidies. With drastic cutbacks in such programs, it has been left to local governments to find new ways of increasing the supply of housing affordable to very-low-, low-, and moderate-income households. The following is a brief description of programs currently at work in Vacaville to provide affordable, below-market-rate units.

#### **Public Housing**

Although the Vacaville Housing Authority has Article 34 authority to construct public housing, the City currently does not own or operate any conventional public housing.

**TABLE 21**  
**APARTMENT VACANCY RATES**  
**October 1987, 1988, and 1989**

	October 1987	October 1988	October 1989
Total Surveyed Units	4,141	4,176	4,294
Vacant/Available for Rent	257	114	97
Vacancy Rate	6.2	2.7	2.3
Vacant/Under Rehabilitation	0	41	5

Source: Vacaville Community Development Department.

**TABLE 22**  
**APARTMENT VACANCY RATES BY SIZE**  
**October 1988 and October 1989**

	<u>One Bedroom</u>		<u>Two Bedroom</u>		<u>Three Bedroom</u>	
	Oct. 88	Oct. 89	Oct. 88	Oct. 89	Oct. 88	Oct. 89
Total Surveyed	1,339	1,376	2,632	2,737	205	181
Vacant/ Available for Rent	44	47	66	50	6	0
Vacancy Rate	3.3	3.0	2.5	2.0	2.9	0.0
Vacant and Under Rehabilitation	7	1	30	4	4	0

Source: Vacaville Community Development Department.

**TABLE 23**  
**APARTMENT VACANCY RATES**  
 October 1981 to October 1989

Date	Vacancy Rate
October 1981	1.9
October 1982	0.9
October 1983	2.5
October 1984	1.8
October 1985	1.9
October 1986	14.3
October 1987	6.2
October 1988	2.7
October 1989	2.3

Source: Vacaville Community Development Department.

**TABLE 24**  
**APARTMENT MEDIAN RENTS BY SIZE**  
 October 1987, 1988, and 1989

Size	October 1987		October 1988		October 1989	
	Rent	Change	Rent	Change	Rent	Change
One Bedroom	\$473	na	\$481	1.7%	\$490	1.8%
Two Bedroom	528	na	531	0.6	562	5.8
Three Bedroom	499	na	544	9.0	568	4.4

Source: Vacaville Community Development Department.

**TABLE 25**  
**HOUSING AFFORDABILITY RANGE ANALYSIS**  
**MODERATE- AND LOW-INCOME HOUSEHOLDS**  
**SOLANO COUNTY**  
**March 1990**

Household <sup>1</sup> Income Category	Annual Income <sup>2</sup> Range	Affordable Housing Cost Range <sup>3</sup>	Maximum Affordable Purchase Price Range <sup>4</sup>	
			with 10% downpayment	with 20% downpayment
Very-Low Income	0- \$19,450	0- \$486	0- \$55,409	0- \$62,335
Low Income	19,451- 31,100	487- 778	55,410- 88,597	62,336- 99,671
Median Income	31,101- 38,900	779- 973	89,598- 110,817	99,672 124,669
Moderate Income	38,901- 46,700	974- 1,168	110,818- 133,038	124,670 149,667

Notes: <sup>1</sup>Four-person family.

<sup>2</sup>Ranges are shown to indicate that individual affordability is dependent upon individual income of households.

<sup>3</sup>30 percent of monthly income; does not include allowance for utilities.

<sup>4</sup>Assumes 30 percent of monthly income spent for housing, 10 percent of which is for insurance and other housing-related costs; 30-year fixed-rate mortgage at 10 percent. Does not include allowance for utilities.

Sources: United State Department of Housing and Urban Development; California Department of Housing and Community Development; and Blayney-Dyett.



### Section 8 Certificates and Vouchers

The Housing Authority administers the federal Department of Housing and Urban Development's (HUD) Section 8 certificate and voucher programs. For both programs, tenants must be very-low-income.

Under the certificate program, households awarded a certificate must find a unit renting for specified "fair-market rents," and an owner willing to enter into a contract with the Housing Authority. The Housing Authority pays the difference between the established fair-market rent and 30 percent of the certificate-holding household's income. In Vacaville, 1989 fair-market rents, including utilities allowances, are \$432 for a studio, \$493 for a one-bedroom unit, \$580 for a two, \$837 for a three, and \$903 for a four. Vacaville has 233 certificates as of 1989.

The Section 8 voucher program is similar, but unlike the certificate program, there are no ceilings on rents. The tenant is responsible for paying the difference between the "voucher payment standard" and the actual rent, and the Housing Authority pays the difference between 30 percent of the renter's income and the standard for the unit. As the voucher program is meant to cost the government less, the standards are lower than the fair-market rents used by the certificate program. HUD has allocated 184 vouchers to Vacaville.

If a certificate or voucher is available, a family should not have difficulty finding a one- or two-bedroom unit within these rent levels in Vacaville according to the apartment survey discussed in Section 3.3. It should be noted, however, that Section 8 housing assistance is available to only approximately one in ten lower-income households. Although there are some three-bedroom units that rent for the fair-market rent or less, there are fewer of these units available.

As of April 30, 1990, there were 1,504 families awaiting Section 8 housing assistance, with 684 families on the official waiting list and 820 families (an average of 68 per month) having filed "interest cards" in the Section 8 program since applications were last taken in November 1987. All households who file interest cards are eligible; they have incomes below 50 percent of the area median income, and about 90 percent have Vacaville addresses.

### **Other Federally Assisted Housing**

Table 26 lists the various rental subsidy programs at work in Vacaville and the number of units affected. Four projects, Shasta Terrace Apartments, Twin Oaks Apartments, Vacaville Park Apartments, and Spring Glenn Apartments, contain a total of 158 Section 8 units. The 64-unit Aegean Apartments complex was built with Section 236 funds and contains 64 units which rent at below-market-rate rents. The Autumn Leaves project was built with Section 202/8 funds and provides 56 studio and one-bedroom units to elderly and disabled renters. For Section 8 and 202 units, tenants pay a maximum of 30 percent of their income for rent with eligibility limited to those with incomes of 50 percent or less of the area median income. Tenants of Section 236 units pay rents approximately 25 percent below the average for similar units.

### **Redevelopment Funds**

The City of Vacaville has two redevelopment areas generating over \$800,000 a year in 20 percent set-aside funds for low-income housing. Since 1986, the City has spent \$225,000 to buy land for the Autumn Leaves senior housing project, \$484,500 for constructing a sound wall, and \$886,129 on housing rehabilitation projects. Revenues from 1986 through 1989 totalled \$2.1 million compared to expenditures of \$1.6 million, leaving a balance of roughly \$500,000. Projected expenditures for fiscal years 1989-1990 and 1990-1991 include \$850,000 for rehabilitation, \$300,000 to fund Vacaville Community Housing, \$210,155 to assist affordable single-family projects proposed by Rocky Hill Partners, Shasta Park, and the Solano Affordable Housing Foundation, and for \$300,000 for relocating the West Monte Vista mobile home park.

### **Emergency and Transitional Shelter**

Vacaville has no emergency shelter beds, although two churches and the Community Welfare Association offer limited help and coupons for overnight accommodation at local motels. Fairfield operates the nearest emergency shelter, but lack of public transportation means that fewer Vacaville clients can access this resource.

Since 1985, the City in conjunction with the Vacaville Community Welfare Association has operated an emergency housing program that provides homeless families with grants for one month's rent.

**TABLE 26**  
**RENT SUBSIDY PROGRAMS**  
**1989**

<b>Program</b>	<b>Section 8 Certificate</b>	<b>Section 8 Voucher</b>	<b>Section 236</b>	<b>Section 202/8</b>	<b>Total</b>
City of Vacaville Housing Authority	233	184	0	0	417
Spring Glenn Apartments	35	0	0	0	35
Aegean Apartments	13	0	51	0	64
Vacaville Park Apartments	54	0	0	0	54
Twin Oak Apartments	45	0	0	0	45
Shasta Terrace Apartments	24	0	0	0	24
Autumn Leaves Apartments	0	0	0	56	56
<b>Total</b>	<b>404</b>	<b>184</b>	<b>51</b>	<b>56</b>	<b>695</b>

Note: A further 160 below-market-rate units are located in the Hidden Creek, Quail Run, and Sycamores projects, all financed with mortgage revenue bonds. Spring Glenn also received MRB money.

Source: Vacaville Community Services Department.

### **Rehabilitation Programs**

The City operates loan programs for rehabilitating affordable units, using a mix of federal, state, and local money. Programs include federal Rental Rehabilitation and Section 312 commercial/residential, California Deferred Payment Rehabilitation, and local Neighborhood Conservation. The latter is funded in part with redevelopment set-aside money; administrative costs for all the programs are partially met with federal Community Development Block Grant (CDBG) money.

### **Other Programs**

In addition to these sources of below-market-rate units, Vacaville has also produced units with its Housing Opportunity Area (HOA) policy and by issuing mortgage revenue bonds. The Autumn Leaves project and a three-unit in-fill project were made possible in part through the density bonuses gained under the HOA program. Mortgage revenue bonds issued by the City since 1982 have helped build 976 apartment units, including 195 affordable to lower-income households, in the Spring Glenn, Hidden Creek, Quail Run, and Sycamores projects. Also, 71 single-family units, affordable to households with income between 78 and 117 percent of the area median, were built with funds from bond issues in 1982 and 1984.

### **Preserving Below-Market-Rate Housing**

Because the contracts governing the affordability of units in federally subsidized projects are nearing their end, many of these projects may convert to market rate either as the contracts expire or the owners "opt out" early. Legislation passed in 1989 has amended California Government Code section 65583(a) to require an analysis of this threat in every jurisdiction by January 1992. Table 27, listing projects in Vacaville, owners, applicable federal housing programs units, and expiration dates is a beginning. It should be noted that the California Coalition for Rural Housing Project, which has prepared for the California Housing Partnership the database from which this listing is drawn, compiled the information from a variety of HUD files and cannot guarantee its accuracy and completeness.



**TABLE 27**  
**LOW-INCOME RENTAL UNITS SUBJECT TO TERMINATION OF FEDERAL MORTGAGE**  
**AND/OR RENT SUBSIDIES**  
**April 1989**

Project Name Street	Section of Act	<u>Total Units Total Elderly</u>		<u>Earliest Date of Subsidy Termination</u>	
		FHA	Section 8	FHA	Section 8
Rolling Greens 159 Aegean Way	221(D)(4)	168 0	35 0		Oct. 1990 (+10)
Vacaville Park 1424 Alamo Drive	221(D)(3)	75 0	54 0	Aug. 1991 (+20)	
Spring Glenn 1424 Alamo Drive	221(D)(3)	0 0	35 0		Jul. 1992 (+0)
Aegean Apartments 199 Aegean Way	236(J)(1)	64 0	13 0	Aug. 1996 (+20)	Jun. 1993 (+5)
Shasta Terrace 293 Shasta Drive	221(D)(4)	140 0	24 0		Dec. 2001

Notes: <sup>1</sup>Based on project status as of April 1989; two projects, Twin Oaks and Autumn Leaves, have not been recorded in the CHP list, but do exist.

<sup>2</sup>Numbers in parentheses indicate years of subsidy still remaining at earliest date of termination.

Sources: California Housing Partnership, California Coalition for Rural Housing Project; and U.S. Department of Housing and Urban Development, MIDLIS and MIS databases.



## 4 HOUSING NEED

Beneath the statutory requirements and guidelines, the underlying intent of a housing element is to set forth a program representing the jurisdiction's best reasonable effort to provide for its housing needs. While "housing need" can be a complicated notion, its fundamental components are those factors that shape demand for housing, such as local and regional population, job, and household growth, and those that determine housing supply, such as available land, allowable densities, and construction cost.

Because local governments have a responsibility to facilitate improvement and development of housing for all economic segments of the community, the analysis of housing needs and affordability employs four household-income categories: very-low-, low-, moderate-, and above-moderate-income. In general, very-low-income is defined as 50 percent or less of the median income for a county, low-income as above 50 through 80, moderate as above 80 through 120, and above-moderate as above 120. Federal and state law and program guidelines refer to very-low- and low-income jointly as "lower-income".

To judge eligibility for federal and state housing programs, the United States Department of Housing and Urban Development (HUD) and the California Department of Housing and Community Development (HCD) publish annual income limits. Both HUD and HCD make slight adjustments in unusually high- and low-income areas and in areas of high housing cost relative to incomes. Table 25 charts income limits published in April 1990 for Solano County for a household of four. It should be noted that only a small percentage of households have incomes at the upper end of each of these income categories, therefore, the complete picture of affordability is skewed. A more balanced view of housing affordability is provided by examining income range as shown on Table 25. Because the median resale house price is approximately \$122,000, a household would need an income of \$42,800 to purchase a first-time home with 10 percent down. Although specific data on median new home costs are not available, the median is significantly higher than resale homes and a much higher income is needed to buy the median new home.

The assessment of need in this section considers Vacaville's role in meeting regional housing demand, including the demand for units affordable by households of all income groups. As required by the state guidelines, it discusses separately immediate need and need within the five-year period of the Housing Element program. Indicators of immediate need are housing vacancy, waiting lists for affordable housing, overcrowding in existing units, and presence of a homeless population.

#### 4.1 REGIONAL HOUSING NEED

The assessment of need in the Housing Element must consider the city's role in meeting regional housing demand, especially demand for affordable housing. The state guidelines establish a system for identifying each locality's "fair-share allocation" of regional need by income group.

##### Housing Needs Determination

The Association of Bay Area Governments (ABAG), in its January 1989 *San Francisco Bay Area Housing Needs Determinations*, prepared needs determinations for the nine Bay Area counties, their incorporated cities, and for the total unincorporated area in each county. ABAG found that Vacaville needs to provide a total of 4,597 units during the seven-year period from 1988 to 1995, including 1,057 units affordable to very-low-income households, 781 to low, 1,057 to moderate, and 1,702 to above-moderate. An estimated 2,983 units were constructed in 1988 and 1989, leaving a balance of 1,614 units to be built in the five-year period 1990 to 1995, or 322 per year.<sup>1</sup> Table 28 shows these needs, estimated units provided through 1989, and the remaining need.

"Existing Need", as determined by ABAG, represents the number of additional units a jurisdiction would have to provide in order to have a housing market in "better" supply-demand balance based on the "optimum vacancy rate" of 4.5 percent. According to ABAG, Vacaville's "existing need" in 1988 was 216 units.

"Projected Need" is the total number of units needed to accommodate anticipated growth while providing for a desirable vacancy rate, and so includes the above "existing need". The projected need figure is the number of additional units that should be built in the city from 1988 to 1995. Household projections are described as reflecting the distribution of employment opportunities, availability of suitable sites, and commuting patterns. ABAG's determination of Vacaville's projected need is the above-mentioned 4,597.

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<sup>1</sup>By contrast, ABAG's *Projections '90* anticipates 18,400 new households over the 20-year planning period. Allowing for a 5 percent vacancy rate, this translates to an average annual housing need of 963 units which do not reflect a provision for "existing need."

"Projected Need by Income Category" is based on a proposed moderate redistribution of low-income households throughout the region by income category. The objective of the redistribution is to "avoid further impactation of localities with relatively high proportions of lower-income households" (Government Code Section 65584). To generate the figures, ABAG averaged existing city percentages in each income category with the existing county and regional percentages as reported by the 1980 census.

## 4.2 IMMEDIATE NEED

Indicators that reflect the number of people actively seeking housing or living in inadequate housing are the best measure of immediate need; over-payment is not considered an indicator of immediate need, because it reflects generally accepted standards rather than actual demand for housing in the short-term, as is reflected by the factors discussed below.

### Vacancy Rate

According to the results of the semiannual vacancy survey discussed in Section 3.3, as of October 1989 the apartment vacancy rate was 2.3 percent, down from 2.7 in 1988 and 6.2 in 1987. Rates are especially low for two- and three-bedroom units, at 2.0 and 0.0 percent, respectively. No comparable numbers are available for single-family homes, but given the high production levels of recent years and the backlog of projects, it seems reasonable to assume rates low enough to spur production, punctuated by temporary high rates as large projects are completed.

Rates of two percent for for-sale and five percent for rental units are considered desirable. In response to low rates throughout the Bay Area, 3.58 overall, ABAG in its *San Francisco Bay Area Housing Needs Determinations* made an overall vacancy rate of 4.5 percent for 1995 a goal.

### Waiting Lists for Subsidized Housing

The Vacaville Housing Authority maintains waiting lists for its Section 8 certificates and vouchers. As reported earlier, as of April 1990 684 families were on the Section 8 program waiting list and another 820 had filed interest cards.



**TABLE 28**  
**VACAVILLE ABAG PROJECTED HOUSING NEED BY INCOME CATEGORY**  
**1988-1995**

	Very Low	Low	Moderate	Above Moderate	Total
Projected Need 1988-1995	1,057	781	1,057	1,702	4,597
Percent of Total	23.0	17.0	23.0	37.0	100.0
Estimated <sup>1</sup> Units Added 1988-1989	0	82	629	2,272	2,983
Percent of Total	0.0	2.7	21.1	76.2	100.0
Estimated Need 1990-1995	1,057	699	428	(a)	2,184
Percent of Total	48.4	32.0	19.6	---	100.0

Notes:       <sup>a</sup>There is a projected surplus of 570 Above-Moderate Units.

<sup>1</sup>The breakdown of units by income of 1988 and 1989 is based on DOF totals and adjusted, assuming the 56 units at Autumn Leaves were all low-income, that 50 percent of all multifamily units are low-income, and 20 percent of single-family, moderate income.

Sources:       Association of Bay Area Governments (ABAG), Housing Needs Determination, January 1989; California Department of Finance, Population and Housing Estimates; Vacaville Community Development Department; and Blayney Dyett Greenberg.

### **Overcrowding**

Overcrowding has not been identified as a significant problem in Vacaville. The census defines housing units having more than one person per room as overcrowded, and indicates that there were 409 such units in 1980. No more recent data is available.

## **4.3 SPECIAL NEEDS**

For some households, limited income is not the only obstacle to finding adequate housing. California Government Code Section 65583(a)(6) requires analysis of any special housing needs, such as those of the handicapped, elderly, large families, farmworkers, female-headed families, and families and persons in need of emergency shelter. The needs of these groups should be discussed if they exist in the community. Unfortunately, even determining whether these needs exist is difficult, because little information on such groups is kept, and the information available is anecdotal, or based on client lists of individual service organizations.

### **Senior Residents**

Senior citizens are identified as a population in need of special housing because of physical constraints as well as limited incomes. Housing for the elderly should respond to this group's need for relatively easy access to shops, services and medical care, and to limitations on income and mobility. Typically, elderly individuals desire small, secure, low-maintenance homes.

The 1980 census showed 6.4 percent of the population or 2,774 persons in Vacaville aged 65 or older. Projections prepared by Urban Decision Systems for 1988 showed 3,963 senior citizens.

In 1979, 187 seniors, 6.7 percent of all seniors, had incomes below the poverty level. If this proportion was the same in 1988, 266 senior citizens would have incomes below the poverty level.

### **Large Families**

Large families are defined as families of five or more persons. Often, large families live in overcrowded conditions due to the lack of availability of larger units. Twelve percent of households in Vacaville have five or more members, and three percent are overcrowded, that is, have more than one person per room.



Large families make up almost 17 percent of all rental households. An October 1988 survey of rental units constructed after 1986 showed, however, that of 1,930 units surveyed, only 5 were three-bedroom units. But it should also be noted that over 40 percent of renting households in Vacaville live in single-family homes rather than apartments.

#### **Female-Headed Households**

The 1980 census shows 1,180 female householders without a husband present. Of these, 388 families included children under the age of 18 and had incomes in 1979 below the federal poverty level. The special housing needs of this group include low-cost housing, suitable for children (outdoor play space or proximity to parks would be preferable), and located near schools and childcare. Innovative shared living arrangements which may include congregate cooking and childcare facilities would also be suitable.

#### **Farmworkers**

Farm labor housing can be broken into two groups: migrant farm labor housing and permanent farm labor housing. Migrant farm labor housing is provided through farm labor camps which are registered with the County Division of Environmental Health. The only publicly operated migrant farm labor camp in Solano County is operated by the Dixon Housing Authority. This migrant center has a total of 82 housing units, which housed 92 families during the 1986 harvest season.

The City has no specific data on the number of migrant farmworkers or farmworkers with permanent housing. Based upon discussions with mobile home park and apartment managers, it is believed that migrant farmworkers in Vacaville are concentrated in lower rent mobile home parks and apartments.

#### **Disabled Persons**

According to a survey conducted in 1978 by the California Department of Rehabilitation, there are approximately 2,000 people in Vacaville, aged 16 to 64, with work or housework limitations, not living in institutions. In addition, the 1983 Housing Element reported that, based on a national health survey, it may be assumed that about 15 percent of the population 65 years and older is handicapped in some way. Thus, the total handicapped population in 1980 would have been 2,416 people.

Although not all those persons with work or housework disabilities would require special housing, those with severe mobility constraints need specially designed housing, located near to transportation, shopping and services.

### **Homeless**

The homeless population in Solano County has been estimated at between 500 and 2,000 persons. Vacaville has no emergency shelter beds, although two churches and the Community Welfare Association offer limited help and coupons for overnight accommodation at local motels. Fairfield operates the nearest emergency shelter, but lack of public transportation means that it does not serve Vacaville clients.

Although there are few reports of people sleeping on the streets, there are indications of a population "at risk" of homelessness in Vacaville. Of 550 persons applying for Section 8 rental assistance during the last listing period, 178 or 32 percent were sharing accommodations with relatives or friends.

### **Other Special Needs Groups**

There are three other population groups with particular housing needs in Vacaville: families related to individuals incarcerated in the California Medical Facility; holders of lower-wage commercial and industrial jobs in Vacaville; and long-distance commuters.

The California Medical Facility expanded its prison population from 3,000 to 8,000 in the 1980s. Families sometimes move to Vacaville to be nearer to incarcerated relatives for daily visitation. The size of this population, however, is elusive because the California Department of Corrections will not release data concerning the location of inmates' families. This makes it difficult for the City to address this potential low-income housing need.

General Plan projections in Table 3 call for over 49,000 jobs to be added to the Vacaville economy between 1990 and 2010. Jobs added from 1980 to 1989 tended to be lower wage, and in many cases minimum wage. Typical new ventures were Simpson Dura-Vent, Serta, Factory Outlet Mall, Big O Tire, and the Wooz, most of which offer lower-paid, lower-skill jobs. Bank of America's proposed back office project may help offset this trend by bringing more professional and higher skilled service jobs. The average individual salary at the proposed development would be \$25,000.

Bay Area households seeking less expensive, new, single-family housing in Vacaville are another group that affects the Vacaville housing market. One or two wage earners from each household may commute to San Francisco or other inner Bay Area locations. While comprehensive commute pattern data will not be available until the release of the 1990 census, the Metropolitan Transportation Commission estimates that as of 1990, as many as 22 percent of Solano County workers commute to jobs in San Francisco, Alameda, and Contra Costa.

## **5 ABILITY TO MEET HOUSING NEEDS**

Sections 65583(a)(4-5) of the California Government Code require analysis of potential and actual governmental and nongovernmental "constraints upon the maintenance, improvement, or development of housing for all income levels". This section describes those constraints, and Section 6 includes policies relevant to the reduction or elimination of the constraints identified.

### **5.1 GOVERNMENTAL CONSTRAINTS ON THE PRODUCTION OF HOUSING**

#### **Land Use Controls and Growth Management**

The City implements the General Plan's land use policies through its Zoning Ordinance and zoning map as well as policy plans, redevelopment plans, hillside design standards and redevelopment programs. The Proposed General Plan calls for revisions to zoning to implement the new land use policies. As further discussed in Section 6 of this element, proposed policies emphasize maintaining Vacaville's single-family environment while encouraging a mix of housing types in new projects and coordinating the approval of such projects with the availability of needed infrastructure.

Two city land use actions may be considered "restraints" in that they seek to control, beyond the extent of usual land use and zoning measures, the type and amount of residential growth.

The first measure is the Residential Housing Mix Ordinance, adopted by the City Council in February 1988, which specifies the following housing mix goals:

1. Sixty percent standard single-family-detached units;
2. Twenty percent moderate density units (zero-lot-line single-family units, mobile homes, duplexes, triplexes and townhouses); and
3. Twenty percent apartment-type units (garden apartments, condominiums).



The ordinance allows for future construction of apartment-type units north of Interstate 80 such that a balance not exceeding 20 percent is maintained. However, for the area south of Interstate 80, apartment-type units may not be constructed until the balance of these units reaches below 20 percent. The ordinance includes an option for the City Council to approve up to a 10 percent increase over the number of units nominally allowed. Additionally, the City Council may approve certain exceptions including subsidized apartments affordable to low- and moderate-income households.

Given that apartments have comprised much of Vacaville's affordable housing in the past, usually even unassisted, this ordinance must be seen as having a restraining effect on the City's ability to meet its housing "need".

The second measure was the City's enactment of a moratorium on new residential development in 1989. This interim action was followed by a second ordinance restricting the annual award of residential building permits to 1,400, 1,120 single-family and 280 multifamily, from January to November 1990. Developers are to apply for permits in April and August, and applications are to be accompanied by fee payments of \$2,965 for each single-family permit sought and \$2,145 for each multifamily.

The ordinance was adopted following the City Council's finding that 2,100 permits had been issued in 1989, three times that called for in the 1980 General Plan and even exceeding the 1,500 permits-per-year average experienced since 1985, and that water, sewer, streets, and schools were operating at or beyond capacity.

Section 2.2, Growth Strategy of the General Plan, includes policies intended to provide controlled, planned growth without the use of strict numerical limits. Primary provisions include using utility master plans and policy plans to coordinate growth with infrastructure improvements, and the preparation of a "planned growth ordinance" that would set target areas for residential growth and require monitoring of both development and infrastructure.

### **Development Fees**

The justification for requiring buyers of new homes to pay through their mortgages for the partial cost of parks, schools, arterial streets, and other infrastructure that in the pre-Proposition 13 period was financed by taxes and assessments is widely debated. Where the land supply is constricted, fees are not compensated by lower raw land values as economic theory would suggest.



Because virtually all jurisdictions have somewhat similar fee packages, it can be argued that housing prices in a metropolitan area include an "average fee" component whether the amount is collected by local governments or not. Fees saved that can effectively be included in sales prices are a windfall to the seller of a house built prior to enactment of fee requirements, or to the land seller or builder of house.

As of December 1989, Vacaville's development fees were not excessive, especially given the city's need to build infrastructure to serve new development. Total fees for single-family units range from \$13,000 for a one-bedroom unit between 1,000 and 1,400 square feet, and \$18,731 for a four-bedroom, 2,500-square-foot home, including school fees. The cost of development fees which must be collected further exacerbates the affordability problem.

#### **Local Development Standards**

Development standards for Vacaville are set by the zoning ordinance and the 1985 Uniform Building Code (UBC), as amended by Ordinance 1331, adopted in October 1987. The ordinance includes these specific additions to the UBC: minimum Class B fire rating for wood roofing materials; concrete paving requirements for driveways; and a landscaping requirement for required yards. None of these requirements constitutes a significant constraint on housing development.

#### **Permit Processing Time**

Because most of Vacaville's residential development occurs in large, planned subdivisions, plan-check is fairly straightforward and lengthy delays are not encountered.

### **5.2 NON-GOVERNMENTAL CONSTRAINTS ON THE PRODUCTION OF HOUSING**

#### **Availability of Urban Services**

The availability of services constitutes a significant constraint to development in Vacaville. Chapter 5 of the General Plan includes analysis of existing capacity and projected need, and policies to ensure orderly development. In summary, Vacaville has commitments to provide water for 90,000 residents, but needs to seek additional supplies to serve the 2010 General Plan

household population of 104,185. Because of differing elevations, pump stations and reservoirs will be needed to serve the West Valleys. Concerning wastewater, existing capacity plus planned expansions is sufficient to serve only half the population estimated under General Plan buildout. A Sewer Master Plan, to be completed in 1991, will identify additional expansion options.

### **Land and Construction Costs**

Vacaville has experienced high growth rates in the 1980s precisely because land and construction costs, and so housing prices, have been lower than in the Bay Area at large. This is bound to change, however, as Vacaville becomes more developed and the amount of serviceable land decreases proportionally. The cost of improved, serviced land will increase not only because of its relative scarcity, but also because of increased demand as more people and jobs move to the area.

While no comprehensive data is readily available, interviews with local developers revealed improved land costs of roughly \$30,000 to \$50,000 for 10,000-square-foot-lots. Construction costs, at \$42 to \$47 per-square-foot, were below the Bay Area norm.

### **Cost of Financing**

Although they have been fairly low of late, mortgage interest rates will continue to play a major role in determining the affordability of housing. Table 29 illustrates the potential effect of an interest rate increase from 10.0 to 11 percent on housing prices affordable by low- and moderate-income households.

Interest rates and availability of financing in Vacaville are no different than in the region. There are no known areas or income groups that are underserved for new construction or rehabilitation loans. However, to specifically target lower income households, the City does have available below-market-rate low interest rehabilitation loans for rental and owner-occupied housing for very low-income and low-income households.

A variety of federal and state programs exist to provide homebuyers with below-market-rate mortgages, either by insuring loans, purchasing them on the secondary mortgage market, or making them directly. The efficacy of these programs usually depends on their income and sales price ceilings and how competitive market-rate loans are. Generally, when interest rates are low, there is little incentive to use these programs. Interviews with local developers, realtors, and mortgage bankers indicate that Federal Housing Administration, Veteran's Administration, and California Housing Finance Agency

**TABLE 29**  
**MAXIMUM AFFORDABLE PURCHASE PRICE FOR DIFFERENT**  
**HOUSEHOLD INCOME RANGES AND INTEREST RATES**  
**September 1989**

	Interest Rate				
	11.0% APR			10.0% APR	
	Annual Income	10% Down Payment	20% Down Payment	10% Down Payment	20% Down Payment
Very Low	\$0- 19,450	\$0- 55,409	\$0- 62,335	\$0- 51,059	\$0- 57,442
Low	\$19,451- 31,100	55,410- 88,597	62,336- 99,671	51,060- 81,642	57,443 91,848
Median	31,101- 38,900	88,598- 110,817	99,672- 124,669	81,643 102,119	91,849 114,884
Moderate	38,901- 46,700	110,818- 133,038	124,620- 149,667	102,120- 122,595	114,895- 137,919

Notes: Assumes a four-person household, paying 30 percent of its annual income for housing, 10 percent of which goes to taxes, insurance, and utilities; 30-year fixed-rate loan; down payment as specified. Loan organization fees (points), title insurance, and other closing costs could add another 3 percent to the down payment and effectively lower the affordable purchase threshold.

Ranges are shown to indicate that individual affordability is dependent upon individual income of households within the ranges.



(CHFA) loans are being used, but are limited for the most part to townhouses and condominiums. Even for financing the purchase of these units, price limits are too low to allow broad use of the programs.

The 1986 Tax Reform Act reduced the attractiveness of both real estate investment and tax-exempt bond financing by reducing marginal tax rates, lengthening depreciation schedules, eliminating capital gains exemptions, increasing requirements for below-market-rate bond projects, tightening installment sale rules, and generally reducing real estate tax shelters. These factors may discourage some housing construction, especially rental and low income units, causing rents to rise until they approximate the after-tax net profit realized by the investors before the 1986 Tax Reform Act.

The act features a number of provisions for encouraging affordable housing. These include a tax credit of up to nine percent for the production of low-income affordable housing, mortgage revenue bonds (MRBs), which allow local governments to raise low cost funds using tax-exempt bond issues, and mortgage credit certificates (MCCs), an alternative to MRBs, which allow home buyers an income tax credit for a percentage of their annual mortgage payment. These programs are discussed further in Section 6.

### **Community Concerns**

An additional constraint to housing is community concern over the affect of new development. "Image" problems relate to the California Medical Facility and Travis Air Force Base and the "old-time" image of the City. Residents dislike the look of apartments built during the multifamily boom of the mid-1980s. Residents also have expressed concern about the rapid pace of change, particularly in the context of the decision to allow development outside the existing urban area, in the West Valleys and east of Leisure Town Road.

## **5.3 RESIDENTIAL LAND INVENTORY**

As of December 1989, Vacaville had a backlog of 5,448 lots in projects with either approved tentative or final maps or in planned unit developments for which improvements had begun but no map approved. These projects alone will suffice to meet Vacaville's projected need of 4,597 units for 1988 to 1995.

The General Plan designates 700 units for Urban High Density Housing around the Downtown core at a density of 20.1 to 36 units per gross developable acre, which is intended as an incentive for affordable housing construction in this location. The Plan also designates specific sites for manufactured housing parks at a density of 6.1 to 10 units per acre. Plan policy intends these sites to be for both parks with rental spaces and parks where the spaces are individually owned.

The General Plan designates vacant land for an additional 9,733 single family residential units, 8,422 multifamily units and 889 miscellaneous units (mobile homes, retirement residential).

The General Plan has land available in the City limits that has the potential for 1,964 multifamily units. These are sites that could likely be developed by 1995 and could provide affordable housing:

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<b>Planning Sector</b>	<b>Potential Multifamily Units Within the July 1990 City Limits</b>
Central	700
Northwest	0
North	412
Northeast	0
East	534
Southeast	0
South	318
Total	1,964

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## 5.4 ENERGY CONSERVATION

Vacaville has utilized opportunities for energy conservation and policies in the 1990 General Plan call for expanding other opportunities:

- o All new developments must meet State energy requirements including dual-pane windows and insulation. This contributes to lower utility bills for affordable units.
- o The 1990 General Plan allows "Residential Urban High Density" units at 36 units per acre in the downtown core area. Higher densities can make more efficient use of land and also result in lower costs per unit.
- o The City has adopted a reduced width street standard which can be utilized in residential areas. The reduced street width results in lower infrastructure costs which in turn results in lower housing costs.
- o The City, through the Housing and Community Programs Division, has approved low-interest rehabilitation loans to low- and very-low-income households for purposes of weatherization.

## 6 EVALUATION OF THE 1983 VACAVILLE HOUSING ELEMENT

Since 1983, Vacaville has built a total of 4,662 single-family homes and 2,424 multifamily units. These numbers include 976 apartments, 195 affordable, financed with mortgage revenue bonds, the 56-unit Autumn Leaves Section 202 senior affordable housing project, and the 45-unit Twin Oaks Section 8 apartment project. In addition, the City was awarded a further 314 Section 8 certificates and vouchers, operated a number of rehabilitation programs, and obtained Article 34 approval for publicly owned housing. The 5,218 units produced from 1983 to 1988 exceeded the City's need of 3,152 for the same period. Of the needed 536 low-income units, 795 were built, but only 101 of the needed 725 very-low-income units. An action-by-action review of the the 1983 element follows. Action policies are in roman text, and review in italic.

As previously mentioned, the City met the goal for the production of low-income units, but did not meet the goal for very low-income units. A primary reason for this is that the City was depending upon the private market to produce these units. However, the market only produced two projects, Autumn Leaves and Twin Oaks. Now, the City realizes that it must take a stronger role in establishing programs for affordable housing. In reviewing and revising the previous Housing Element, the following key items were considered:

- o In 1983, the City did not have the opportunity to use the 20 percent Redevelopment set-aside monies. In 1987 the City implemented the use of these monies to assist in the production and rehabilitation of affordable housing.
- o Vacaville Community Housing, Inc., a local non-profit housing corporation has been formed to help meet the demand for permanently affordable housing for very low-income households.
- o The policies in the Housing Element should be reviewed annually in order to see if programs are being implemented.

Goal 1: Ensure that the City's plans, codes, regulations, and ordinances, as well as housing program incentives, encourage the provision of a mix of housing types responsible to household size, income and accessibility needs.

**Policy 1.1** Continue to encourage mixing of housing types within large scale residential developments as part of planned unit developments.

**Action 1.1.1.** Continue to utilize the planned unit development (PUD) concept to allow flexibility in density, lot size (including smaller lots), design concept, mixed uses, side yard and setback requirements in exchange for more affordable units. Included in this will be the continuation of allowing duplexes on corner lots in planned single-family developments.

*The City has continued to use the PUD concept to allow a mix of residential development types and densities. Per an amendment to the General Plan in June 1985, a PUD with more than 400 units is required to provide a mix of development types and densities.*

**Action 1.1.2.** Continue to utilize the Master Environmental Impact Report (MEIR) as a means of expediting permit processing and avoiding unnecessary additional environmental assessments.

*The City has continued to use the MEIR or Program EIRs for large areas that will have several separate projects. When a specific project is considered, normally the previous EIR can be reaffirmed as adequately addressing the impacts for individual projects.*

**Action 1.1.3.** In conjunction with MEIR, utilize existing State Planning and Zoning Law which permits the use of specific plans for residential developments.

*The City uses Policy Plans, very similar to Specific Plans, for large residential development areas.*

**Action 1.1.4.** As a means to encourage more affordable housing units, consider lowering parking requirements in designated new developments to allow for greater utilization of residential lands. Staff will undertake a study to determine those developments best suited to reduce parking requirements.

*A study was conducted in conjunction with a zoning ordinance amendment to the parking regulations. The Zoning Ordinance was amended to allow reduced parking requirements for senior citizen and other special purpose subsidized housing where it can be demonstrated that 1) sufficient parking to meet the project's needs is provided; and, 2) there are specific, long term assurances that the usage of the housing will not generate parking needs in excess of that which is provided.*

*A subsidized senior citizen apartment complex, Autumn Leaves, was granted reduced parking requirements since many residents there would not drive. Leisure Gardens, a congregate care senior apartment complex which has van service for residents was also granted reduced parking standards. Both complexes have been built.*

*The City adopted a policy for "Reduced Width Public Street and Private Streets" with the intent to encourage the development of more affordable housing units. With narrower streets (28' curb to curb) and no on-street parking, parking is provided in grouped parking bays.*

**Policy 1.2** In compliance with State legislation and consistent with the City's own manufactured housing ordinance, continue to allow the placement of manufactured housing and/or the use of manufactured housing components in residential areas, providing that exterior design is compatible with surrounding development.

**Action 1.2.1** Continue to provide information and assistance regarding the City's current ordinance and review standards on the placement of manufactured housing units on permanent foundations in existing developments.

*The City allows manufactured housing as long as it meets criteria for site-built housing, such as having a two-car garage and having a pitched (no-flat) roof. Although most of these types of homes have been built in subdivisions specifically approved for manufactured housing, they are allowed in existing subdivision, subject to design review approval (as would any house).*



**Action 1.2.2** Continue to provide information and assistance to developers and private citizens interested in the use of manufactured housing components, other than mobile homes, for residential expansion, conversion or rehabilitation.

*There have been numerous room additions in the City done with the prefabricated solarium rooms. Also, the City permits "enclosed patio rooms," which are fairly common.*

**Action 1.2.3.** Continue to allow mobile home park developments that do not otherwise meet the design criteria of the manufactured housing ordinance.

*Although there have not been any development applications for mobile home parks since 1983, the City does allow new mobile home parks as a conditional use in the single family and multifamily zoning districts. As a part of the General Plan Update, specific sites were identified for mobile home/manufactured housing projects in order to encourage this type of affordable housing.*

**Action 1.2.4.** Continue to encourage mobile home park type subdivisions which minimize infrastructure and related costs, and realize maximum savings to consumers.

*Silvey Acres is a residential subdivision approved for manufacturing housing. Approximately 16 of the 21 lots have been built so far.*

*The Montgomery Estates Unit 15A subdivision was also approved for manufactured housing and is almost built out. This subdivision also has site-built single family homes and duplexes.*

*The Orange Tree Policy Plan area has a 38± acre site designated for a mobile home park. There has been interest by different development interests in the site as a mobile home park subdivision; however, no applications have been pursued at this time.*



**Policy 1.3** Encourage innovation to improve the affordability of housing.

**Action 1.3.1.** Implement an expandable housing incentive policy system to encourage developers to provide more affordable homes with pre-designed expansion capability. Expandable housing offers new opportunity to add amenities or expand within the existing home over time as the homeowner is able to afford either.

*One subdivision that was built had homes that had "expandable" features for a future room addition to be done fairly easily. Another built subdivision had a model with a large attic space which could easily be finished for additional living area.*

**Action 1.3.2.** In conjunction with the Vacaville Community Action Council and local churches, commence a shared housing program which would match lower income seniors together to share housing thereby lowering individual housing cost. Additional benefits would include increased security and companionship.

*The Homeshare program located in Fairfield and funded by the California Housing and Community Development Department (HCD) provide services to Vacaville seniors. In addition, participants in Vacaville's Section 8 Housing Assistance Programs can share housing, although no participants have chosen to do so.*

**Policy 1.4** Encourage the development of second housing units in new residential subdivisions.

**Action 1.4.1.** Consider the development of second units in new housing construction. This is complementary to a second unit ordinance in existing homes as identified in Action 4.2.1.

*Nothing has been done to implement this action. The second unit ordinance requires a primary house to be existing prior to approval of a second unit.*

**Policy 1.5** Continue to implement the City's condominium conversion ordinance.

**Action 1.5.1.** Continue the twice-a-year apartment vacancy survey in an effort to enforce the ordinance. The City will continue to facilitate affordable housing opportunities in multi-family settings as well as facilitate home ownership opportunities when market conditions are suitable. This suitability, as defined in the existing condominium conversion ordinance, exists when the vacancy rate for apartment units exceeds three percent.

*The City continues to conduct, through the Housing and Community Programs Division of the Community Services Department, a twice a year apartment vacancy survey. When the vacancy rate is below three percent, condominium conversions are not allowed.*

**Policy 1.6** The City will continue to review improvements to the existing fast track development permit processing procedures.

**Action 1.6.1.** Encourage the preliminary review of development projects with developers so as to provide early input and reduce formal processing time. Staff will develop a residential development guide to provide an overview of the city's permit process to developers.

*City staff encourages developers to meet to discuss conceptual plans early in the development review process to provide early input. This is beneficial to both the developer and to the staff so that there is clear understanding early on in the process as to City requirements and standards. There is no charge for review of conceptual plans.*

*Although a written residential development guide has not been prepared, staff in the Planning, Building and Engineering Divisions continue to provide assistance and guidance during the development review process.*

**Policy 1.7** To facilitate residential development, review residential development fees.

**Action 1.7.1** Review annually the development fee schedule to determine the adequacy of fees to provide services for additional housing developments.

*The fee schedule is revised annually to reflect inflation. The Major Streets and Interchanges fee was recently reviewed in-depth to ensure that development pays its fair share towards major transportation facilities.*

**Policy 1.8** The City will encourage a mix of housing units including those for the elderly and handicapped close to services and facilities.

**Action 1.8.1.** Continue to facilitate housing development and rehabilitation efforts which meet federal, state and local requirements to provide accessibility for the handicapped in residential units. In addition, investigate the potential for development fee reduction where possible.

*Many of the apartments built during the apartment construction boom of 1985-87 were required to comply with the recently enacted state law which requires a certain number of units in multifamily projects to be designed for handicap accessibility. The City continues to provide loans, at below market interest rates to owner-occupants and to owner investors in order to provide accessibility for the handicapped. The City does not offer reduced development fees for construction of handicapped accessible units.*

**Action 1.8.2.** Where appropriate and based on the parking study in Action 1.1.4, grant special consideration in parking and other requirements when reviewing elderly housing proposals.

*As previously mentioned, parking standards have been reduced for two elderly housing projects built since 1983.*

**Action 1.8.3.** Continue to cooperate with Pacific Community services, Human Services Commission, and other locally based organizations in the referral and placement of low and moderate income, elderly and handicapped people.

*The City's Housing and Community Programs Division provides information to the community through churches and non-profit agencies about the rental assistance and housing counseling services it provides. The division also refers clients to apartment complexes which provide Section 8 housing assistance and to churches and agencies which provide emergency shelter services.*

**Policy 1.9** The City will investigate the need for short-term disaster and emergency housing.

**Action 1.9.1.** In conjunction with other local groups, investigate the provision of disaster and emergency housing exploring innovative techniques and determining the extent of need.

*The City has developed a disaster plan which includes providing emergency shelter services coordinated with those of the Red Cross, Prospect House (an emergency shelter program in Fairfield), local hotels and food services.*

To meet the needs of families who need emergency shelter due to eviction or lack of funds, the City coordinates its efforts with the Vacaville Community Welfare Association, the Solano County Public Welfare Department, and local churches. The Vacaville Community Welfare Association (VCWA) receives Federal Emergency Management Agency (FEMA) funds to assist families who are homeless or who have been evicted to pay one month's rent. The City provides outreach, intake, verification, and recordkeeping services to the VCWA to carry out this program. The Solano County Public Welfare Department assists AFDC eligible families who have been evicted to pay one month's rent and security and utility deposits. Local churches provide referrals to the emergency shelter program in Fairfield and local hotels and assist families to pay a portion of the rent.

**Policy 1.10** The City will continue to encourage the development of above-moderate cost housing throughout the City so as to provide for a mix of housing.

**Action 1.10.1** Continue to work with private sector developers to attract housing developments geared for higher income households, so as to support local economic development efforts and maintain the diversity of income levels which now exist in the city.

*In recent years there have been numerous projects constructed that are geared for higher income households. There have also been several custom lot subdivisions constructed including Hidden Valley Estates, Foothill Park and Orchard Park. North Vine Street Estates and Canyon View Estates are custom lot projects but not yet in the construction phase.*



Policy 1.11 The City will review job and residential growth so as to attain and maintain a balance between job and housing opportunities, compatible with household incomes, within the City.

**Action 1.11.1** Prepare annual report on the job formation of major employers in Vacaville to ensure the city has adequate housing.

*This action has not been implemented.*

Policy 1.12 The City will amend the R-1-Variable zoning designation to identify and encourage development of smaller single family lots within developments.

**Action 1.12.1** Amend the Zoning Ordinance by substituting zone designations R-1-5,000, R-1-4,500, etc. for the R-1-Variable zone designation to permit easier identification and development of smaller single family lots.

*The R-1-Variable zoning district was amended in 1983 to allow lots as small as 4,500 square feet, as long as the average lot size is 5,000 square feet.*

Goal 2: Use the City's regulatory powers and program resources to promote decent, safe, sanitary, and affordable housing.

Policy 2.1 The City will continue to pursue the use of mortgage revenue bonds with private developers in an effort to make housing affordable to first-time buyers.

**Action 2.1.1.** Investigate the use of mortgage revenue bonds with the intent of decreasing the long-term interest rates for first-time home purchasers. Staff will investigate the possibility of either the City sponsoring the issuance or of a joint issuance with another jurisdiction.

*Four apartment complexes were constructed with multifamily mortgage revenue bonds: Spring Glenn, Hidden Creek, Quail Run, and the Sycamores. Through these projects, 976 apartment units were constructed and 20 percent, or 195 units, are reserved for households whose incomes are below the median income level adjusted for family size. Rents for the 195 units are set at 30 percent of household income for a household which would have an income of exactly 80 percent of median.*



**Policy 2.2** The City will pursue the possibility of utilizing recently enacted legislation in the form of SB 1862, AB 3593, and SB 3701 which make available state pension funds to provide first-time buyers opportunities to purchase housing as well as providing some financial support for low-income households.

**Action 2.2.1.** Investigate the use of recently signed legislation which set up a homeownership assistance program which would give first-time buyers a better opportunity to buy housing by providing mortgages at about 4 percent below the market rate.

*Up to \$2 billion may be committed to this program, primarily through state public pension funds (SB 1862). Other bills encourage public pension funds to invest 25 percent of their available assets in housing (AB 3593) and in residential rental construction, primarily by authorizing the California Housing Finance Agency (CHFA) to co-insure rental housing developments where at least 10 percent of the units are available to low income households.*

*This City did not utilize funds through SB 1862 and AB 3593.*

**Policy 2.3** The City will pursue the possibility of utilizing recently enacted legislation in the form of SB 449 (accelerated depreciation), AB 665 (below market rate financing), and SB 1763 (low interest deferred payment second mortgages), all of which pertain to the provision of multi-family rental housing.

**Action 2.3.1.** Investigate the use of recently enacted legislation which makes available tax advantages, low interest deferred second mortgages, and below-market rate financing for rental housing.

*As noted in the dicta following Action 2.1.1., four apartment projects were constructed utilizing multifamily mortgage revenue bonds.*

**Policy 2.4** The City will pursue the use of private pension funds from smaller organizations as a means of obtaining additional money for mortgage and construction financing.

**Action 2.4.1.** Investigate the use of private pension funds from smaller organizations to secure below-market rate financing for mortgages and construction loans.

*This has not been implemented in Vacaville.*

**Policy 2.5** In order to assist the city in determining the best use of any or all of the above programs, the City will consider establishing a housing resources committee.

**Action 2.5.1.** Investigate a housing resource committee which could include representatives from the city and the private building and banking sectors to formulate innovative financing programs and determine the best use of opportunities offered by recently enacted State legislation.

*The City has not established a housing resource committee; however, three advisory boards make recommendations to the Council/Redevelopment Agency on housing issues and policies: The Community Services Advisory Commission, the CDBG Ad Hoc Advisory Committee, and the Vacaville Community Redevelopment Advisory Committee. In addition, the City assisted in the formation of a non-profit housing corporation whose members include a mortgage banker, a non-profit housing developer, a member of the Community Services Commission and former legal aid attorney, and a member of a social service organization and a minister. This corporation, Vacaville Community Housing, was formed in November of 1989 and will leverage 20 percent Redevelopment Housing Set-Aside funds with various state and federal sources, such as tax credits, CHFA funds, CDBG, and Rental Rehabilitation funds to acquire and rehabilitate rental housing and maintain it as affordable housing as well as other rental and ownership projects for very low and low income households.*

**Policy 2.6** The City will explore the potential for using Redevelopment Agency funds to subsidize development costs (public improvements, land acquisition, etc.) of housing projects that principally benefit low and moderate income households.

**Action 2.6.1.** Develop criteria for the use of Redevelopment authority in support of this policy. Such criteria shall include: cost effectiveness, priority for lower income households, ratio of public to private costs (leveraging), etc.

*The City has used 20 percent Redevelopment Agency Low-Income Housing Set-aside funds to subsidize the development costs (land acquisition) of the 53 senior housing complex, Autumn Leaves. These funds were also used to build a soundwall between Interstate 80 and an older, lower-income neighborhood. The Redevelopment Agency has tentatively set aside \$210,000 to participate in at least two housing projects for first time homebuyers; however, specific projects have not yet been approved.*

**Action 2.6.2.** Investigate the availability of funding sources to provide advance funding to the Redevelopment Agency. Such advances would be paid back from the required 20 percent housing set-aside fund from Redevelopment Tax Increment.

*It was not necessary to provide advance funding to the Redevelopment Agency for low-income housing projects.*

Goal 3: Encourage and preserve the compatibility of land uses and orderly transition of densities as they related to the preservation, development, and redevelopment of neighborhoods and homes.

Policy 3.1 Design residential areas to avoid fronting on major streets or thoroughfares expected to carry inter-neighborhood or community traffic.

**Action 3.1.1.** Monitor new residential and employment generating proposals, to avoid, where feasible, traffic intrusion into residential neighborhoods.

*New residential development areas are designed to restrict homes from fronting onto busy arterial streets. Traffic through residential neighborhoods is limited to collector streets designed to carry local traffic to arterial streets.*

Policy 3.2 Provide for transitional land uses and densities for infilling at higher densities if compatible with adjacent land uses in conjunction with the Housing Opportunity Area designation outlines in Action 5.2.1.

**Action 3.2.1.** In order to maximize the production of housing, review existing ordinance regarding infill lots to determine the compatibility of increased densities. This will be undertaken in conjunction with the Housing Opportunity Area designation outlined in Action 5.2.1.

*When the Zoning Ordinance was amended to incorporate the policies for "Housing Opportunity Areas" the guidelines identified appropriate zoning districts which include many infill sites.*

*A specific infill project that was completed was a three-unit complex on West Street in an existing residential area. The project was granted a density increase from 2 to 3 units under the HOA provisions.*

**Policy 3.3** Where compatible, encourage mixed land uses to maximize housing opportunities and promote commercial and research oriented industrial development.

**Action 3.3.1.** The City's planned development concept already permits this provided that the residential component remains the dominant component of the entire development.

Staff will investigate opportunities to encourage mixed uses.

*Mixed residential/commercial use has not been implemented. However, the "Housing Opportunity Areas" are permitted in some commercial zoning districts. The new General Plan will encourage mixed use with high density residential units within the downtown area.*

**Policy 3.4** The City will continue its redevelopment efforts in the older downtown section for the purpose of reducing the costs and expediting the construction and rehabilitation of housing, commercial building, and combined residential-commercial development.



**Action 3.4.1.** Redevelopment efforts in the older downtown area may include combining of parcels, writing down of land costs, issuance of redevelopment bonds, and other related activities pertaining to both residential and commercial development and rehabilitation.

*Loan programs available to owners of commercial property in the old downtown include the HUD Section 312 commercial/residential loan program and the City's Facade Improvement and Key Building programs. The 312 Program makes loans of up to \$100,000 amortized over 20 years with interest rates approximately 1.5 percent below market rate. The Facade Improvement program provides grants of \$500 to offset architectural fees and loans of up to \$15,000 per 25' street frontage to rehabilitate facades. The loans are amortized over 8 to 10 years at a 3 percent interest rate. Funds are also available for the city Key Building Program. Several "Key Buildings" in the historic downtown, such as the Masonic Lodge building and the Triangle Building, are designated as important structures with architectural and historic value in the downtown area. Money is set aside in the Key building Program for the purpose of assistance in rehabilitating these significant buildings. Both the Facade and Key building Programs are funded through Redevelopment money. As noted, a very specific program for the Facade Program is now initiated; a more specific program for the Key Building Program is also planned to be initiated in 1990.*

**Policy 3.5** In the redevelopment area, allow for mixed residential-commercial uses in areas where present zoning allows only commercial uses provided the mixed uses are compatible and consistent with other City goals and policies.

**Action 3.5.1** Review and recommend revisions to existing ordinances to accommodate residential uses in identified areas. The intent is to provide for protection and expansion of viable commercial uses with appropriate residential densities.

*"Housing Opportunity Areas" are allowed in Neighborhood Commercial, General Commercial, Central Commercial and Professional-Administrative Office zoning districts.*

**Policy 3.6** The City will encourage the retention of existing housing and the construction of new units in residential zones adjacent to the Central Business District.

**Action 3.6.1.** Research and recommend specific actions as needed to encourage conservation of residential uses.

*Residential rehabilitation target areas established for the HUD Rental Rehabilitation Program (RRP) and the City's Neighborhood Conservation Program (NCP) include the Brown, Cullen, Markham, W. Monte Vista, Alamo-Anapola-Coronado, and Central Core. These programs loan funds at zero or very low interest rates to enable owner-investors and owner-occupants to rehabilitate their units and thus conserve the supply of affordable housing.*

**Policy 3.7** Provide that all persons displaced as a result of public action be relocated in decent, safe, and sanitary housing within their ability to pay and convenient to their needs pursuant to the Uniform Relocation Act of 1970.

**Action 3.7.1.** As needed because of redevelopment activities, provide relocation assistance.

*The City has a relocation plan which provides that all persons displaced as a result of public action be relocated in decent, safe, and sanitary housing within their ability to pay and convenient to their needs pursuant to the Uniform Relocation Act. In addition, the Section 8 Program Administrative Guide states housing assistance certificates or vouchers could be provided to eligible families who have been displaced by local government action if additional HUD funds were to be made available to the City Housing Authority.*

*In 1989, the widening of East Monte Vista Avenue resulted in the displacement of four families residing in sub-standard mobile homes. All families were offered Section 8 assistance, two families accepted the assistance and two families chose to move out of Vacaville and accepted funds to cover moving expenses.*

**Goal 4: Conserve and upgrade the existing housing stock.**

**Policy 4.1** The City will promote conservation and rehabilitation of the existing housing stock with aggressive pursuit of funding sources and programs.

**Action 4.1.1.** Continue to apply for and use Community Development Block Grant (CDBG) funds through their rehabilitation program to increase the life expectancy of existing housing units.

*The City uses CDBG funds to cover operating costs of its rehabilitation program. See 4.4.1.*

**Action 4.1.2.** The City will investigate with local financial institutions and the housing resources committee the possibility of developing alternative forms of financing for housing development and rehabilitation.

*The City has developed alternate forms of financing for housing development and rehabilitation by working with the advisory committees described under Action 2.5.1. The City has not worked with local financial institutions to develop the forms of financing.*

**Action 4.1.3.** Using CDBG funds, staff will maintain and expand efforts to provide information and referrals to residents on housing conservation issues and programs.

*Information and referral services are provided with 20 percent Low-Income Housing Redevelopment funds. See Action 1.8.3 and Action 1.9.1.*

**Policy 4.2** The City, in promoting the conservation and rehabilitation of the existing housing stock, will seek to preserve the character of existing neighborhoods, and where economically feasible, retain and expand a supply of low and moderate income units.

**Action 4.2.1.** Adopt an ordinance which would allow for second units in existing homes.

*In 1983 the City adopted a "Secondary Living Unit" ordinance which allows the establishment of a Second Unit, or "Granny Flat", in single family zoning districts. The second unit may be a separate detached structure, be attached to the main house, or be converted from a portion of the existing house.*



**Policy 4.3** The City will, to the extent possible, encourage use of the existing housing stock for those eligible for subsidy assistance.

**Action 4.3.1.** Continue to apply for additional Section 8 rent subsidies available to qualified Vacaville residents.

*The City continues to request Section 8 Certificates and Vouchers. As of April 1990 the City's Housing Authority has 253 Certificates and 184 Vouchers. At this time, there are 1,504 families waiting for rental assistance. The City is requesting additional "emergency" vouchers to meet the needs of its Rental Rehabilitation Program.*

**Policy 4.4** The City, when undertaking conservation or rehabilitation activities, will protect the occupant by maintaining the housing stock through enforcement of existing building codes.

**Action 4.4.1.** Continue to identify target areas for code enforcement and improvement.

*The City operates two rehabilitation programs, the federally funded Rental Rehabilitation Program (RRP) and the City (20 percent Housing Set-Aside) funded Neighborhood Conservation Program (NCP). The RRP program provides deferred loans at 0 percent interest to owners of rental properties to pay for 50 percent of the corrections of code violations. The NCP program provides loans at 3 percent interest amortized over 15 years to owners of rental properties and to owner occupants. For qualified rental properties NCP funds may be combined with RRP funds. The programs have similar target areas and the same income eligibility criteria for tenants in rental units. Funds borrowed under both programs must be used to correct all code violations and bring units up to Section 8 Program Housing Quality Standards.*

*In 1988, the City became a CDBG Entitlement City. CDBG funds are not used to make rehabilitation loans, but are used to pay staff costs to operate the loan programs.*

**Goal 5: Encourage the provision of suitable sites for low and moderate income housing while avoiding the concentration of such households in any area.**

**Policy 5.1** Provide technical assistance to developers in acquiring sites and developing innovative housing, particularly for low and moderate income households.



**Action 5.1.1.** Explore the creation of a non-profit housing development corporation to facilitate low and moderate income housing development.

*The City assisted in the formation of the non-profit housing corporation in November of 1989 which is described under Action 2.5.1.*

**Policy 5.2** Encourage use of the density bonus provisions as outlined in recently enacted State legislation (AB 2099) and implemented by the City's Housing Opportunity Area (HOA) program as outlined below.

**Action 5.2.1.** Amend the Land Use Element of the General Plan to provide for Housing Opportunity Areas (HOA) in which all or part of a housing development could be built at a density of one range greater than the base General Plan use designation.

*In June 1983, the Land Use Element was amended to provide for Housing Opportunity Areas, as stated in "Action 5.2.1." The Zoning Ordinance was subsequently amended to implement these policies. The HOA designation was used for one HUD 202 Elderly project and to make a 3 unit non-conforming use conform to the Zoning Ordinance.*

**Policy 5.3** Utilize to the fullest extent possible the recently voter passed Article 34b referendum authority to provide low-income housing opportunities.

**Action 5.3.1.** The non-profit housing development corporation, in conjunction with the City's housing office, will explore the use of all federal and state programs, as well as the participation of private developers in utilizing, to the extent it is financially feasible, the Article 34b authority.

*The non-profit housing corporation, Vacaville Community Housing, was formed in November of 1989. The first project it is pursuing will not utilize Article 34b Authority, but will utilize federal and state funding sources. The project involves purchasing substandard apartments, rehabilitating them, and managing the apartments to be inhabited by low income families. Future projects may involve new construction which would involve Article 34 Authority and private developers as well as state and local funding sources.*

Goal 6: Promote energy conservation in the design of new and rehabilitation of existing residential units.

**Policy 6.1** Carefully place all types of units on their sites so as to provide adequate usable outdoor living area and maximize conservation of energy resources.

**Action 6.1.1.** Encourage the utilization of the standards contained in the March 1981 energy report in new developments.

*All new developments are required to meet State energy requirements. This includes items such as dual-pane windows, insulation, etc.*

**Action 6.1.2.** Support and enforce, through the building department, the new State standards for new residential development.

*The City does enforce, through the Building Department, the State energy standards for new residential development.*

**Action 6.2.1.** Continue to provide energy conservation assistance within the housing rehabilitation program.

*Weatherization activities including ceiling and wall insulation, installation of water heater blankets, weatherstripping, caulking and double paned windows are eligible residential rehabilitation activities under the City's RRP and NCP loan programs. In addition the City coordinates its efforts with and provides information and referral for other local energy conservation programs including PG&E's REACH Program and other Project HELP and the State funded Weatherization and Emergency Low Income Home Energy Assistance Program (LIHEAP), which are run by a non-profit agency.*

**Action 6.2.2.** Investigate the availability of energy conservation literature for distribution at the City's permit counter.

*The City Building Division has three brochures available free of charge at the front counter: Residential Room Addition Guide, Residential Construction Guide, and Residential Energy Standards. Also, weatherization information and information regarding energy conservation is available at the City's Housing Office.*

Goal 7: Strive for equal housing opportunity and access for Vacaville citizens regardless of age, race, ethnicity, religion, sex, income, family composition, or disability.

Policy 7.1 The City reaffirms its commitment to work towards the elimination of discrimination in housing which is based on an individual's race, ethnicity, religion, sex, income, family composition, or disability.

**Action 7.1.1.** Reaffirm City's commitment to work towards the elimination of discrimination in housing which is based on an individual's race, ethnicity, religion, sex, income, family composition, or disability.

*In November of 1987, the City established a Housing Counseling Service which provides information and referral to landlords, tenants, homeowners, and homeless people on a wide variety of topics including landlord/tenant disputes, finding and securing houses, housing discrimination, small home repairs, hiring a contractor, etc. The Housing Counselor works closely with local churches, local non-profit agencies, the Solano Legal Assistance Agency and HUD to provide counseling services.*

Policy 7.2: The City will provide information and facilitate the resolution of problems and conflicts which may occur in tenant-landlord disputes.

**Action 7.2.1.** Cooperate with the Pacific Community Services and other locally based organizations as information and referral services to assist in the mitigation and resolution of tenant-landlord disputes.

*The City's Housing Counseling program provides information and referral to both landlords and tenants but does not mediate disputes.*

Goal 8: Facilitate citizen understanding of the goals, policies, actions, and quantified objectives contained in the City's housing element.

Policy 8.1 The City encourages public input during this and future updates and revisions of the housing element.

**Action 8.1.1.** The Planning Commission will work with the Citizens Housing Element Advisory Committee and hold public hearings and workshops to receive public comment and advise the City Council on goals, policies, actions, and quantified objectives.

*The 1983 Housing Element was adopted by the City Council after several public hearings and workshops.*

**Action 8.1.2.** Distribute the draft Housing Element to interested organizations, agencies, groups, and individual citizens, as appropriate, so as to maximize public participation and input.

*The 1983 Housing Element was adopted by the City Council after extensive public input and also after review by the Housing Element Advisory Committee. There have been no major revisions to the Housing Element.*





## 7 HOUSING PROGRAM

Policies included in Section 2 of the General Plan, Land Use, deal directly with issues of residential land supply and relevant land use controls. Chief among these policies are the following:

- 2.1-I9      Maintain Vacaville as a free-standing community surrounded by foothills, farmland and other open space.
- 2.1-G8      Preserve the predominant single-family residential character of Vacaville while providing other housing opportunities. Protect established neighborhoods from incompatible uses.
- 2.1-G19     Continue code enforcement and provide assistance where needed to eliminate substandard buildings and improve the appearance of neighborhoods and commercial areas.
- 2.2-G1      Establish a long-term Planning Area, and within this area distinguish an agricultural service zone and an urban service zone.
- 2.2-G2      Establish a growth strategy for the urban service zone which matches residential growth with adequate public facilities. Plan the rate of commercial growth to ensure that it does not overburden the City.
- 2.2-G3      Ensure that scarce natural resources, such as water, are allocated and utilized to maximize community benefits, and manage growth so that the quantity and quality of public services and utilities within the City provided to existing businesses and residents will not drop below an acceptable level of service because of new development.
- 2.2-G6      Strive to maintain a reasonable balance between potential job generation and the local job market with a long-term goal of one job for each employed resident.
- 2.2-G11     Prepare and implement a planned growth ordinance with both short-term and long-term elements.

- 2.5-G2      Provide a citywide housing mix of approximately 60 percent single-family detached, 20 percent single-family with zero lot lines, duplexes, triplexes, mobile homes, and townhouses, and 20 percent garden apartments and condominiums. To achieve this approximate housing mix citywide, new development areas must contain a larger component of certain housing types as specified in Table 2-2.
- 2.5-G4      Broaden the choice of type, size, and affordability of single-family homes.
- 2.5-I3      In any development exceeding 400 units, require a mix of development types and/or densities, including a component of larger lots (at least 10 percent of the total).
- 2.5-I5      Encourage high density housing in the Downtown core area on the upper-floors of mixed-use buildings and in mixed-use projects. Locations along arterial streets are preferred.

With these and the other growth management and land use policies establishing the basic regulatory framework, it remains for policies contained in this Housing Element to deal with the more fine-grained questions of providing housing.

As required by Section 65583 of the Government Code, policies in this section seek to meet quantified housing goals. Table 30 charts these goals.

The policies listed concentrate on providing affordable housing for lower- and moderate-income families and individuals; housing for those with above-moderate income seems to need no encouragement; policies concerning housing density, design, and type belong more properly in the land use element. The principal assumption made is that the city will have to meet its housing need using local resources, since federal and state aid will be not suffice and will probably continue to decline.

Four distinct subjects are addressed:

1. Construction
2. Rehabilitation and Conservation
3. Housing Assistance
4. Program Monitoring

Proposed policies are in normal type, commentary in italic.

All the policies below are contained in Section 7 of the Vacaville General Plan.



## 7.1 CONSTRUCTION

### *Guiding Policies*

- 7.1-G1      Ensure a supply of housing of differing type, size, and affordability in order to meet Vacaville's housing needs.
- 7.1-G2      In conjunction with policies in the Land Use section of the Vacaville General Plan, ensure that an adequate supply of developable land is available to meet Vacaville's housing need, particularly for affordable housing.
- 7.1-G3      Remove constraints to the production and availability of housing to the extent consistent with other General Plan policies.
- 7.1-G4      Ensure the development and availability of housing appropriate for special needs groups.
- 7.1-G5      Establish development and construction standards that encourage energy conservation in residential areas.
- 7.1-G6      Aggressively participate in all programs, state and federal, private and public, suitable for maintaining and increasing the supply of affordable housing.

### *Implementing Policies*

- 7.1-I1      Continue to use Housing Opportunity Areas to grant density bonuses above the State-mandated minimum in return for an increased share of affordable units. Reevaluate specific requirements and income limits and revise in accordance with State law. Also see policy 7.1.-I2.

**Implementation:** In conjunction with adopting regulations pursuant to policy 7.1.-I2, reevaluate HOA's and revise density bonus regulations in accordance with State Law. The Planning and Community Services Commission will consider by June 1992.

*To date, only two projects, the Autumn Leaves assisted senior complex and a small, three-unit multifamily in-fill project, have successfully used the HOA policy. Requirements limiting HOAs to flat, in-fill land may be too restrictive. Also, criteria for the amount of bonus may need to be revised; 50 percent for less than 25 percent very-low and 100 percent for 25 or over seems extreme.*

*As of January 1990, Sections 65913, 65915, and 65971 of the California Government Code require localities to provide a 25 percent density bonus plus one other incentive to projects of five or more units with 20 percent of the total units affordable to lower-income households, or 10 percent to very-low, or 50 percent to senior and/or disabled households. The additional incentive may be omitted if the jurisdiction finds it unnecessary to maintain affordable rents. Affordable units produced are to remain so for 30 years, or 10 if no additional incentive is provided. Rents for units targeted for low-income households may not exceed 30 percent of 60 percent of the area median income; for very-low-income households, rents for targeted units may not exceed 30 percent of 50 percent of the area median.*

#### 7.1-I2

Amend or adopt regulations to grant incentives for developments with affordable housing. A comprehensive incentive program shall be formulated in the near-term by the Planning Commission, in consultation with the Community Services Commission, and shall specifically identify incentives, including but not limited to targeting specific income groups and setting design standards for affordable housing.

Implementation: The Planning and Community Services Commission will consider by June 1992.

*Vacaville, with its flexible parking and street requirements, annual fee review, and "fast-tracked" review process already facilitates developers, but should "get" more affordable housing in return. Also, a comprehensive incentive package would help fulfill the new State requirement (see above policy) for an ordinance detailing incentives to be provided in addition to density bonuses for projects providing a specified share of affordable housing.*

- 7.1-I3 Amend the Housing Mix Ordinance to automatically exempt Urban High Density units. The City Council may continue to review, on a case by case basis, exemptions for affordable apartments, senior apartments and handicapped apartments.

Implementation: The Planning Commission will consider by June 1992.

*The ordinance as it stands applies throughout the City and allows exemptions to be granted only for senior subsidized units, and handicapped units. The ordinance allows the City Council to exempt on a case-by-case basis units dedicated entirely to seniors/handicapped and low- and moderate-income households. This new policy tries to make projects in the downtown more feasible by allowing mixed use projects and urban high density units to be automatically exempt from the ordinance.*

- 7.1-I4 Encourage innovative housing, including mobile and manufactured homes, shared and congregate housing, and second units, by adopting regulations allowing placement in residential areas by right or use permit and by helping sponsoring organizations obtain federal and state funds and committing local funds where necessary and appropriate.

Implementation: The Planning and Community Services Commission will consider by June 1992.

*People with special needs often find "normal" housing inappropriate and are better suited to a range of housing and household alternatives usually described as "special" or "innovative". Among these are mobile and manufactured homes; shared homes, where a group of unrelated people, usually the elderly, handicapped, and single parents together in a standard single-family home; congregate care homes, which provide seniors with individual apartments but communal dining, recreation, and medical care facilities; and second units, which provide individuals with small efficiency units of their own at less than the cost of a full apartment.*

*Several mobile home parks already exist, and two manufactured subdivisions have been built in the last few years in Vacaville. Second units could provide a valuable source of housing for single workers. Allowing second units in new construction would promote better overall design and perhaps increase the affordability of the primary unit by providing an additional income source.*



*Proposition 84 money includes \$25 million for single-room occupancy hotels (SROs) and \$15 million for rental housing for families and the elderly to include supportive services.*

- 7.1-I5      Support the efforts of non-profit agencies to provide affordable housing and other housing-related services.

**Implementation:** This is an ongoing program by the Housing and Community Programs Division of the Community Services Department.

*The City assisted in the formation of Vacaville Community Housing in November 1989 and will continue to support its efforts to increase and preserve the supply of affordable housing. The City also has three staff members on the steering committee of the Solano Affordable Housing Foundation, which is being formed. Furthermore, the City provides administrative assistance for the Vacaville Community Welfare Association's emergency housing program.*

*Support includes the use of City and redevelopment agency funds, assistance finding and acquiring sites, and technical aid.*

- 7.1-I6      Set specific standards for senior and multifamily housing regarding density, design, parking, access, and open space.

**Implementation:** The Planning Commission will consider amendment to the Zoning Ordinance for bedroom requirements by June 1992. The Planning Commission will consider design guidelines for residential projects by January 1993.

*Specific standards that recognize the special characteristics of various types of senior housing would facilitate its development.*

*The Zoning Ordinance could require apartment projects to have a mix of one, two, and three bedroom units.*

- 7.1-I7      Provide for emergency and transitional shelter by investigating appropriate permanent funding, creating a working group of local service providers, charged with establishing a program and finding appropriate sites, and prescribe regulations for such shelters, including where they are to be allowed as of right and with use permits, and what conditions may be imposed. Amend Zoning Ordinance to allow in specific zoning districts, by use permit, emergency and transitional shelter housing.



Implementation: The Planning Commission will consider by June 1992.

*This policy would seek to coordinate the activities of service groups and remove regulatory constraints.*

- 7.1-I8      Continue to prepare an annual program to plan for the use of redevelopment agency Low- and Moderate-Income Housing Funds (LMIHF) for assisting in the construction of affordable housing, the rehabilitation of existing affordable housing and other identified means of expanding the stock of affordable housing, and write an action plan specifying how and when funds will be used.

Implementation: This is an ongoing program prepared each June by the Housing and Community Programs Division.

*The policy is to ensure LMIHF money is used for producing and preserving affordable units, and in a timely fashion.*

- 7.1-I9      Apply to participate in mortgage-revenue-bond programs that provide tax exempt low-cost financing to developers of projects making a portion of units affordable. Apply for mortgage-revenue-bond programs when the housing market is favorable for such a program.

Implementation: This program is ongoing, contingent upon the market being favorable. The Housing and Community Programs Division will be responsible for the ongoing review of feasibility and be responsible for applying to a mortgage-revenue-bond program.

*Congress has extended budget authority for housing tax-expenditure programs through September 1990. California's 1990 ceiling is \$1,453.2 million for private-activity bonds, and \$27.2 million for tax-credits.*

*Mortgage revenue bonds (MRBs) may be used to finance the purchase or rehabilitation of single-family homes and rental units and construction, mortgage, and capital improvement loans for multifamily housing.*

*For multifamily housing, provisions of the federal Tax Reform Act of 1986 require 20 percent of the units to be occupied by households making 50 percent or less of the area median, or 40 percent by those households making 60 percent or less. In addition, rental projects must remain so for the life of the bonds or at least 15 years after half the units are initially occupied, and affordable units must remain so for at least 15 years after half the units are initially occupied.*

*For single-family bond issues, the clients must be first-time homebuyers making between 90 and 115 percent of the area median income, and the sale price of the home is limited to 90 percent of the area median or less. For Solano County, the price limit for 1990 is \$133,000 for new homes and \$126,700 for existing.*

*With the exception of bonds for non-profit groups, "503(c)(3)s", all issuers must request a bond allocation from the California Debt Allocation Committee (CDAC), which holds allocation meetings in February, April, June, and August of every year. According to a committee staff person, as of February 1989 the committee has already received \$755.0 million in applications. These applications include \$536.0 million for single-family bonds, \$132.0 million for mortgage-credit certificates (MCCs), and \$71.0 million for multifamily bonds.*

*In 1989, California as a whole used \$146.0 million in MCCs, \$496 million in single-family bonds, and \$467.7 million in multifamily, for a total of \$1,110.1 million in housing bond issues. None of these were in Solano County.*

- 7.1.-I10      Assist non-profit housing corporations, which develop low income housing projects in Vacaville, to apply for Low-Income Housing Tax Credits.

**Implementation:** This is an ongoing program by the Housing and Community Programs Division.

*Under the provisions of the 1986 Tax Reform Act, a nine-percent tax credit is available to rental-housing developers who make 20 percent of their project's units affordable to households making 50 percent or less of the area median income or 40 percent to those making 60 percent or less. The units must remain affordable for at least 15 years. In return, developers receive credits worth either four or nine percent of the development cost of the affordable units, depending on whether or not the projects receive other federal subsidies. The credits are awarded each year for ten years.*

*To receive a credit, developers must apply to the relevant local jurisdiction, which sends the approved application to the California Mortgage Bond and Tax Credit Allocation Committee (MBTCAC). California's tax credit allocation for 1990 is \$27.2 million.*

- 7.1-I11 Continue to apply for federal and state housing program funds as available.

Implementation: This is an ongoing program by the Housing and Community Programs Division.

*Although such funding remains scarce relative to need, Propositions 77 and 84, approved in 1988, have allocated \$450 million for various state housing programs.*

- 7.1-I12 Continue to enforce California Title 24 energy requirements and encourage development and construction standards that promote energy conservation.

Implementation: This is ongoing and enforced by the Building Division. The Housing and Community Programs Division encourages rehabilitation loans for weatherization on an ongoing basis.

## 7.2 REHABILITATION AND CONSERVATION

### *Guiding Policies*

- 7.2-G1 Maintain Vacaville's housing stock in sound condition.
- 7.2-G2 Preserve and protect historical and architectural resources.
- 7.2-G3 Take action to preserve existing housing and neighborhoods.
- 7.2-G4 Maintain the total number of affordable units, present and future, at price levels affordable to the intended income groups.

### *Implementing Policies*

- 7.2-I1 Continue to operate and expand below-market-rate loan programs for the rehabilitation of housing occupied by lower-income owners and renters.

Implementation: This is an ongoing program by the Housing and Community Programs Division.

*The Housing and Community Programs Division (HCPD) provides a variety of low cost loans for rehabilitating affordable housing units. As of 1990, these programs include United States Department of Housing (HUD) Rental Rehabilitation, the California Deferred Payment Rehabilitation Loan Program (DPRLP), and the local Neighborhood Conservation Program (NCP), which is funded in part through redevelopment LMIHF money. Federal Community Development Block Grants (CDBG) help pay administrative costs for these programs.*

*Additional funds are being made available through new and existing programs under the provisions of Propositions 77 and 84.*

- 7.2-I2 Continue to enforce the Condominium Conversion Ordinance.

Implementation: The Housing and Community Programs Division conducts a twice-annual rental survey. On an ongoing basis the Planning Division enforces the Condominium Conversion Ordinance.

*Passed in 1982, this ordinance states that no applications for conversion will be accepted if the apartment vacancy rate is below three percent.*



- 7.2-I3      Establish a Neighborhood Preservation Ordinance to encourage property maintenance and upgrading by setting minimum standards necessary to prevent blighting and setting up a mechanism for enforcement.

Implementation: The City Council will consider this by June 1992. Enforcement will be through the City Manager's Office.

*Property maintenance ordinances define "prohibited conditions" as including unsightly building exteriors, junk stored outside, and lack of landscaping. A city may issue an order to abate, and if the nuisance is not abated by the owner, the city may do so, and recover the cost through a lien on the property.*

- 7.2-I4      Adopt appropriate measures to ensure the long-term affordability of units produced by local housing programs.

Implementation: As part of the regulations to be adopted pursuant to Policy 7.1-I2, the Planning Commission and Community Services Commission will consider by June 1992.

*For ownership units, one possible control is a second mortgage providing for shared appreciation and an option to buy for the holder of the second. This allows the homebuyer to earn some equity, making obtaining original financing easier, while reserving a portion of the appreciation for the holder of the second, which can then be used to make either the same unit or others affordable to other households.*

- 7.2-I5      Assist in maintaining the affordability of units produced through federal and state programs by working with appropriate organizations to identify units which may convert to market-rate rentals.

Implementation: This is an ongoing program by the Housing and Community Programs Division.

*A nation-wide affordable housing crisis has emerged over the last few years: namely, contracts to keep units and projects affordable are reaching term. While first noticed for projects built with federal assistance, maintaining the affordability of assisted units is challenge all jurisdictions must meet.*

*In recognition of this, a 1989 amendment to California Government Code Section 65583(a) requires local jurisdictions, by amendment to their housing elements by January 1992, to analyze existed housing developments that may convert to market rate within the next 10 years, provide a detailed listing of all such projects, a listing of all bodies that have the capacity to take over such projects and maintain their affordability, and an analysis of available federal, state, and local resources for that purpose.*

*Vacaville has at least seven rental projects built with federal or state assistance: the Rolling Greens, Vacaville Park Apartments, Aegean Apartments, Shasta Terrace, Autumn Leaves, Twin Oaks, and Spring Glenn, totaling approximately 900 units.*

### 7.3 HOUSEHOLD ASSISTANCE

#### *Guiding Policies*

- 7.3-G1 Promote equal housing opportunity for all citizens.
- 7.3-G2 Attempt to provide direct assistance to households in need of housing.

#### *Implementing Policies*

- 7.3-I1 Work to ensure that individuals seeking housing in Vacaville are not discriminated against on the basis of age, sex, family structure, national origin, or other arbitrary factors.

**Implementation:** This is an ongoing Housing Counseling Program by the Housing and Community Programs Division. If unused, the Housing and Community Programs Division assists renters in filing complaints to appropriate agencies.

*Equal access to housing is protected by state and federal law. Discrimination on the basis of race, ethnic or national origin, religion or marital status is prohibited by the federal Civil Rights Act of 1968 and by Section 53 of the California Unruh Civil Rights Act. The federal Fair Housing Amendments Act of 1988 prohibits discrimination based on handicap and familial status. The Rumford Fair Housing Law (part of the California Fair Employment and Housing Act of 1980) also protects an individual's access to housing.*

*The California Supreme Court ruled that discrimination against children in housing is prohibited under the Unruh Civil Rights Act in its decision, Marina Pt. Ltd. v. Wolfson, (1982) 30 Cal.3d 721. The Fair Housing Amendments Act also prohibits discrimination against children. Mobile home parks and other developments designed specifically for seniors or handicapped are exempt from these provisions against child discrimination.*

*In November 1987, the City established a Housing Counseling Service which provides information and referral to landlords, tenants, homeowners and homeless people on a wide variety of topics including landlord/tenant disputes, finding and securing houses, and housing discrimination. The Housing Counselor works closely with local churches, local non-profit agencies, the Solano Legal Assistance Agency and the federal Department of Housing and Urban Development to provide counseling services.*

- 7.3-I2 Continue to support the Vacaville Community Welfare Association's (VCWA) emergency housing program.

**Implementation:** This is an ongoing program by the Housing and Community Programs Division subject to availability of FEMA funds.

*The Vacaville HCPD provides outreach, intake, verification, and record-keeping services to the VCWA, which uses Federal Emergency Management Agency (FEMA) funds to grant money to families for one month's rent.*

- 7.3-I3 Continue to operate and expand the HUD Section 8 certificate and voucher programs.

**Implementation:** This is an ongoing program by the Housing and Community Programs Division.

*The HCPD administers these two programs which provide monthly rent subsidies to very-low-income families. At present, there are 253 certificate- and 184 voucher-holding households in Vacaville.*

- 7.3-I4 Apply for mortgage credit certificates when the housing market is favorable to first-time homebuyers.

**Implementation:** This is an ongoing program implemented by the Housing and Community Programs Division.

*These certificates, issued to first-time homebuyers making less than 115 percent of the median income, allow the homebuyers to deduct from their federal income tax liability an amount equal to a portion of their yearly interest payment. Unlike the standard mortgage interest rate deduction, which is subtracted from the adjusted income before calculating income tax owed, this credit is deducted from the actual money owed. The credits are in addition to the standard deduction. To issue MCCs, state and local governments must exchange some of their authority to issue mortgage revenue bonds.*

*At this time, Vacaville does not have a sufficient stock of housing available and affordable to first-time homebuyers. This housing stock is essential in order for the City to be able to compete for single family mortgage credit certificates.*

- 7.3-I5 Evaluate opportunities for providing specific financial assistance for Vacaville job-holders seeking housing in the community.

*Measures might include mortgage insurance funded in part by major employers and other private and public funding sources and one-time contributions toward moving costs. Another option would be to allocate a share of inclusionary units to Vacaville workers, or assign workers higher priority in applying for such units. Also, projects seeking assistance could be ranked in part on their assistance to Vacaville workers.*

**Implementation:** This is an ongoing program by the Housing and Community Programs Division.

- 7.3-I6 Continue to implement the relocation plan for households displaced as a result of local public action.

**Implementation:** As needed, this is an ongoing program by the Housing and Community Programs Division.



## 7.4 PROGRAM EVALUATION

### *Guiding Policies*

- 7.4-G1 Actively evaluate, on a regular basis, the success of housing programs in meeting Vacaville's housing needs.

### *Implementing Policies*

- 7.4-I1 Regularly compile and analyze data relevant to housing need.

Implementation: The Housing and Community Programs Division and Planning Division will implement this in conjunction with the annual review of the Housing Element Implementation.

*Such information should include the status of current programs in providing housing by income groups, use of funds to meet housing need, and market indicators such as land available and housing cost and availability. Cooperative efforts with other local, state, and federal agencies to track various indicators of housing need should be considered.*

*Vacaville already compiles inventories of current development projects, conducts rent surveys, and ascertains vacancy rates. The intention of this policy is to place such efforts on a more formal and comprehensive basis to ensure sound information is available for making sound decisions.*

- 7.4-I2 Evaluate the success of programs in meeting housing needs and goals in a regular and comprehensive fashion.

Implementation: The Housing and Community Programs Division and Planning Division will report annually to the Community Services Commission and Planning Commission.

*To be effective, housing policies must be constantly monitored and, when necessary, revised. This policy seeks to make policy analysis, usually conducted every five years during housing element reviews, a more regular and frequent process, to ensure policies are revised quickly enough.*

*As part of the required annual report on the status of the General Plan, that report shall include an evaluation of the Housing Element policies to be reviewed by the Planning Commission and the Community Services Commission.*

**TABLE 30**  
**VACAVILLE QUANTIFIED AFFORDABLE HOUSING GOALS**  
 1990 to 1995

Program (Policy)	Units Per Year	5-year Total	5-year Total Units Affordable To Income Ranges*		
	Annual Total	Total	VLI	LI	MI
<b>Construction and Acquisition</b>					
Housing Opportunity Areas (7.1-I1)	20	100	0	50	50
Incentives/Innovative Housing (7.1-I2, I4)	79	395	75	145	175
Housing Mix (7.1-I3)	215	1075	90	235	750
Support Non-Profit Agencies (7.1-I5)	40	200	100	100	0
Redevelopment LMIH Fund (7.1-I8)	90	450	175	100	175
Mortgage Revenue Bonds and Tax Credits (7.1-I9, I10)	20	100	0	0	100
<b>Rehabilitation and Conservation</b>					
Below-Market-Rate Rehabilitation Loans (7.2-I1)	70	350	280	70	0
<b>Housing Assistance</b>					
Emergency Housing (Rent) Program (7.3.-I2)	30	150	150	0	0
Section 8 Certificates and Vouchers (7.3-I3)	50	250	250	0	0
Mortgage Subsidies (7.3-I4, I5)	20	100	0	0	100
Provide Emergency Shelter (7.1-I9)	10	50	50	0	0
<b>Total</b>	<b>644</b>	<b>3,220</b>	<b>1,170</b>	<b>700</b>	<b>1,350</b>

Note: There is considerable but unquantifiable overlap. The purpose of this Table is not to establish absolute goals, but to provide a means of measuring progress. Only policies intended to build or rehabilitate units or to assist households are included.

\*VLI = very low income; LI = low income; MI = moderate income

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